DOCUMENT RESUME

ED 134 638 UD 016 675

AUTHOR	Dunning, Bruce B.
TITLE	Occupational Choices and Vocational School Selections: Experiences with the Portland WIN Voucher Training Program.
INSTITUTION	Bureau of Social Science Research, Inc., Washington, D.C.
SPONS AGENCY	Employment and Training Administration (DOL), Washington, D.C.
REPORT NO	BSSR-0335-4
PUB DATE	Dec 76
GRANT	DOL-51-11-73-02
NOTE	294p.
EDRS PRICE	MF-$0.83 HC-$15.39 Plus Postage.
DESCRIPTORS	*Adult Vocational Education; Ancillary Services; Decision Making; *Education Vouchers; *Occupational Choice; Participant Involvement; Post Secondary Education; *Program Evaluation; Sex Differences; Student Attitudes; Student Financial Aid; Surveys; Technical Institutes; *Vocational Schools; Young Adults
IDENTIFIERS	*Oregon (Portland); *Work Incentive Program

ABSTRACT

This is a study of a voucher program administered by the Portland Work Incentive Program (WIN). The voucher program was designed to give WIN participants: (1) the freedom to choose their own occupations and vocational training schools; and (2) the responsibility for arranging to enroll in those schools. The primary role of WIN staff members was to provide information and personal support when asked to to so. As of May 1974, institutional vocational training vouchers were available to all WIN participants. Each voucher was good for up to one year of training in any school in the Portland metropolitan area. There was no cost-of-training limit. Voucher recipients were interviewed, first, when they used their vouchers, and, second, when they completed or dropped out of training. This report discusses the first interview. One hundred and fifty-four voucher recipients were interviewed. Their responses were compared with those of 163 persons who had participated in WIN institutional training under conventional procedures. The study concludes that the vouchering of training in WIN was feasible in Portland. Vouchering resulted in more clients having more freedom to make their own decisions than had been the case in the regular program. (Author/JM)

Documents acquired by ERIC include many informal unpublished materials not available from other sources. ERIC makes every effort to obtain the best copy available. Nevertheless, items of marginal reproducibility are often encountered and this affects the quality of the microfiche and hardcopy reproductions ERIC makes available via the ERIC Document Reproduction Service (EDRS). EDRS is not responsible for the quality of the original document. Reproductions supplied by EDRS are the best that can be made from the original.

ED134638

BSSR: 538
BSSR Report No. 0335-4

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
NATIONAL INSTITUTE OF EDUCATION

THIS DOCUMENT HAS BEEN REPRODUCED EXACTLY AS RECEIVED FROM THE PERSON OR ORGANIZATION ORIGINATING IT. POINTS OF VIEW OR OPINIONS STATED DO NOT NECESSARILY REPRESENT OFFICIAL NATIONAL INSTITUTE OF EDUCATION POSITION OR POLICY

OCCUPATIONAL CHOICES AND VOCATIONAL SCHOOL SELECTIONS:

Experiences with the Portland WIN Voucher Training Program

by

Bruce B. Dunning

BUREAU OF SOCIAL SCIENCE RESEARCH, INC.
1990 M Street, N. W.
Washington, D.C. 20036

December, 1976

UD016675

BIBLIOGRAPHIC DATA SHEET	1. Report No. BSSR 0335-4	2.	3. Recipient's Accession No.
4. Title and Subtitle: OCCUPATIONAL CHOICES AND SCHOOL SELECTIONS: Experience with the Portland WIN Voucher Training Program			5. Report Date: December, 1976 6.
7. Author(s): Bruce B. Dunning			8. Performing Organization Rept. No. BSSR 0335-4
9. Performing Organization Name and Address: Bureau of Social Science Research, Inc. 1990 M Street, N. W. Washington, D.C. 20036			10. Project/Task/Work Unit No. BSSR 538 11. Contract/Grant No. 51-11-73-02
12. Sponsoring Organization Name and Address: Employment and Training Administration U.S. Department of Labor Washington, D.C.			13. Type of Report & Period Covered: Interim 14.

15. Supplementary Notes

16. Abstracts

A program to test the feasibility of vouchering WIN institutional vocational training was conducted in Portland, Oregon. Voucher recipients (n=154)were interviewed on three occasions: about the time of committing vouchers to schools, at the end of training, and 6 - 12 months after the end of training. A comparison group (n=163) of regular trainees was interviewed once. This report covers the entry of voucher recipients into WIN and institutional training; levels of autonomy experienced in choosing institutional training over other WIN components, in choosing occupations, and in choosing schools. Factors (including autonomy) affecting the decisions about training, occupations and schools are examined. Vouchering extended decision-making autonomy to a consideraly larger proportion of trainees. The greater prevalence among voucher trainees of autonomy led, however, to only moderate changes in the aggregate distributions of training occupations and schools.

17. Key Words and Document Analysis. 17a. Descriptors

Education
Technical Schools

17b. Identifiers/Open-Ended Terms

Welfare
Work Incentive Program (WIN)
Vocational Training
Vocational Schools
Occupational Choice
Voucher(s)(ing)

17c. COSATI Field/Group

18. Availability Statement	19. Security Class (This Report)	21. No. of Pages
Release unlimited	UNCLASSIFIED	293
	20. Security Class (This Page) UNCLASSIFIED	22. Price

FORM NTIS-35 (REV. 10-73) ENDORSED BY ANSI AND UNESCO. THIS FORM MAY BE REPRODUCED USCOMM-DC 8265-P74

TABLE OF CONTENTS

	Page
TABLE OF CONTENTS	iv
LIST OF ILLUSTRATIONS	vii
LIST OF TABLES	viii
ABSTRACT	xvii
ACKNOWLEDGEMENTS	xx
CHAPTERS	
I. INTRODUCTION	1
Background	1
The Portland Project	2
Purposes of the Study	9
Data Collection	10
Research Limitations	11
The Commitment Survey and Report	13
II. PARTICIPANTS IN WIN INSTITUTIONAL TRAINING	15
Respondents to the Commitment Survey	15
Vouchers and Regulars in Institutional Training	17
Confidence and Occupational Goals	25
III. ENTERING WIN	28
Learning About the Availability of Institutional Training	28
Timing of Information About Vouchers	31
Assignment to WIN Staff Teams	35
Numerical Distribution	36
Characteristics of Assigned Voucher Recipients	37
Occupational Predispositions	37
Participants' Understanding of Vouchering	39
IV. CLIENT AUTONOMY AND STAFF INFLUENCE	45
Perceived Autonomy	46
Factors Related to Perceived Autonomy	54
Demographic Factors	55
Occupational Factors	58
Information Factors	60
Staff Influence	64
Team Assignment and Experienced Autonomy	65
Indirect Staff Influence	71
Summary	74
V. CHOOSING TRAINING OCCUPATIONS	76
Occupations Considered	76
Numbers of Occupations Considered	78
Range of Occupations Considered	82

TABLE OF CONTENTS (Continued)

CHAPTERS		Page
	Reasons for Rejecting Alternate Occupations	89
	Training Occupations Selected	93
	Factors in Occupational Decisions	100
	Occupational Predispositions and Demographic Factors	102
	Information Processes	113
	Economic Considerations	122
	Staff Influence on Choice of Training Occupations	125
	Voucher Recipients and Regulars	126
	Summary	136
	Satisfaction with Occupational Choices	136
VI.	CHOOSING TRAINING VENDORS	140
	Range of Schools Considered and Selected	141
	Types of Schools Selected	144
	Structure of the Vocational Training Supply in Portland	148
	Factors in School Decisions	148
	Training Availability, Training Occupations, and School Choices	151
	Demographic Factors	153
	Reasons for Choosing Training Vendor	155
	Information Processes	158
	Staff Influence on Training Vendor Choices	172
	Vouchers and Regular	175
VII.	CLIENTS' JUDGEMENTS ON THE STRUCTURE OF THE VOUCHER SYSTEM	185
	Finding Occupations and Training With Vouchers	185
	Staff Support	190
	Information	193
	Program Restrictions	194
VIII.	CONCLUSIONS	203
	Feasibility	204
	Suitability	205
	A Final Comment	211
APPENDICES		
A.	MULTIPLE REGRESSIONS FINDINGS	213
B.	PATH ANALYSIS OF RELATIONSHIPS BETWEEN SEX/PROGRAM STATUS, EDUCATION, OCCUPATION IN MIND, AND TRAINING OCCUPATIONS CHOSEN BY VOUCHER RECIPIENTS	223
C.	SELF-ASSESSMENT	230
D.	PART 1 - VOUCHER RECIPIENT INTERVIEW SCHEDULE	233
	PART 2 - RELEVANT EXTRACTS FROM REGULAR INTERVIEW SCHEDULE	249

TABLE OF CONTENTS (Continued)

APPENDICES	Page
E. OCCUPATIONAL CLASSIFICATION	266
F. CLASSIFICATION OF TRAINING VENDORS.	269
G. ANALYSIS OF THE RESPONSE RATES AND THE CHARACTERISTICS OF VOUCHER AND REGULAR RESPONDENTS AND NONRESPONDENTS.	271
H. BUREAU OF SOCIAL SCIENCE RESEARCH, INC. PUBLISHED REPORTS ON THE PORTLAND WIN VOUCHERING PROJECT. . . .	273

LIST OF ILLUSTRATIONS

FIGURE		Page
1	EXEMPLAR OF VOUCHER USED IN PORTLAND	6
2	TRAINING OCCUPATIONS SELECTED BY, VOUCHERED RESPONDENTS BY, SEX AND EDUCATION	97
3	GENERAL MODEL OF THE INFLUENCE OF SEX/PROGRAM STATUS, EDUCATION, AND OCCUPATION IN MIND AT THE START ON CHOICE OF TRAINING OCCUPATION	110
4	TRAINING OCCUPATION CHOICES BY WIN STAFF TEAM	127
5	RELATIVE COVERAGE OF OCCUPATIONAL GROUPS BY PUBLIC AND PRIVATE SCHOOLS	149
B-1	GENERAL PATH MODEL OF INFLUENCES OF SEX/PROGRAM STATUS, EDUCATION AND OCCUPATION IN MIND ON CHOICE OF TRAINING OCCUPATION.	224
B-2	PATH MODEL OF INFLUENCE OF SEX/PROGRAM STATUS, EDUCATION AND OCCUPATION IN MIND AT START ON CHOICE OF BLUE-COLLAR TRAINING OCCUPATION.	225

LIST OF TABLES

TABLE		Page
1	CHARACTERISTICS OF VOUCHERED RESPONDENTS TO THE COMMITMENT SURVEY	16
2	PROPORTION OF REGULAR RESPONDENTS TO THE COMMITMENT SURVEY	18
3	BACKGROUND CHARACTERISTICS: ALL CLIENTS, REGULAR INSTITUTIONAL TRAINEES AND VOUCHERED INSTITUTIONAL TRAINEES	20
4	CHANGES IN CHARACTERISTICS OF INSTITUTIONAL TRAINEES	21
5	PREVALENCE OF LOW SELF-ESTEEN AMONG VOUCHERED AND REGULAR INSTITUTIONAL TRAINING PARTICIPANTS BY SEX AND BY EDUCATION	24
6	PROPORTIONS OF RESPONDENTS WHO HAD AN OCCUPATION IN IN MIND WHEN THEY FIRST STARTED TALKING WITH WIN STAFF ABOUT TRAINING	26
7	SOURCE OF INFORMATION THAT WIN HAD MONEY FOR INSTITUTIONAL TRAINING BY SEX AND EDUCATION, VOUCHERED RESPONDENTS ONLY	29
8	WHO MADE THE DECISION ON TRAINING VS. JOB PLACEMENT BY FIRST SOURCE OF INFORMATION ON AVAILABILITY OF INSTITUTIONAL TRAINING, VOUCHERED RESPONDENTS ONLY	31
9	TIMING OF WIN STAFF PROVISION OF INFORMATION ABOUT VOUCHERED INSTITUTIONAL TRAINING BY SEX AND EDUCATION, VOUCHERED RESPONSENTS ONLY	32
10	WHO MADE THE DECISION ON TRAINING VS. JOB PLACEMENT BY TIMING OF STAFF INFORMATION ON VOUCHERS BY SEX, VOUCHERED RESPONDENTS ONLY	34
11	NUMERICAL DISTRIBUTION OF VOUCHERED RECIPIENTS ASSIGNED TO WIN STAFF TEAMS	36
12	SUMMARIZED DEMOGRAPHIC CHARACTERISTICS OF VOUCHERED RESPONDENT GROUPS ASSIGNED TO VARIOUS WIN STAFF TEAMS	38
13	OCCUPATION IN MIND WHEN FIRST TALKED WITH WIN STAFF BY TEAM VOUCHERED RESPONDENTS ONLY	40
14	OCCUPATIONS IN MIND AT START NOTICEABLY PREVALENT OR LACKING IN GROUPS OF VOUCHERED RESPONDENTS ASSIGNED TO WIN STAFF TEAMS: REGRESSION ESTIMATES OF NET EFFECTS OF TEAM ON OCCUPATION IN MIND	41

LIST OF TABLES (Continued)

TABLE		Page
15	VOUCHERED RESPONDENTS' EVALUATIONS OF INFORMATION ON VOUCHERS: MEAN SCORES ON SCALE ITEMS ABOUT USING VOUCHERS.	42
16	WHO MADE THE DECISIONS BY VOUCHER/REGULAR STATUS . . .	47
17	WHO MADE THE DECISIONS BY SEX	47
18	WHO MADE THE DECISIONS BY EDUCATION	48
19	LEVELS OF AUTONOMY PERCEIVED BY VOUCHERED AND REGULAR RESPONDENTS BY TYPE OF DECISIONS.	50
20	PROPORTIONS OF VOUCHERED AND REGULAR RESPONDENTS WHO MADE THEIR OWN DECISIONS, BY SEX AND BY EDUCATION . .	51
21	REGRESSION ESTIMATES OF INFLUENCES ON THE DECISION-MAKING AUTONOMY EXPERIENCED BY VOUCHER RECIPIENTS . .	53
21A	REGRESSION ESTIMATES OF NET DEMOGRAPHIC INFLUENCES ON PERCEIVED AUTONOMY IN MAKING DECISIONS, VOUCHERED RESPONDENTS ONLY.	56
21B	REGRESSION ESTIMATES OF THE NET INFLUENCES OF OCCUPATIONAL FACTORS ON PERCEIVED AUTONOMY IN MAKING DECISIONS, VOUCHERED RESPONDENTS ONLY	59
21C	REGRESSION ESTIMATES OF THE INFLUENCES OF INFORMATION FACTORS ON PERCEIVED AUTONOMY IN MAKING DECISIONS, VOUCHERED RESPONDENTS ONLY.	61
22	MEAN AUTONOMY SCORES AND PROPORTIONS OF VOUCHERED RESPONDENTS WHO MADE OWN DECISIONS, BY WIN STAFF TEAMS TO WHICH ASSIGNED	66
21D	REGRESSION ESTIMATES OF TEAM INFLUENCES ON PERCEIVED AUTONOMY IN MAKING DECISIONS, VOUCHERED RESPONDENTS ONLY	67
23	VOUCHERED RESPONDENTS' EVALUATIONS OF WIN STAFF ATTEMPTS TO CHANGE DECISIONS ABOUT TRAINING	69
24	RANKING OF TEAMS ON AUTONOMY GRANTED (REGRESSION ESTIMATES) TO CLIENTS IN MAKING THREE TYPES OF DECISIONS	70
25	MEAN SCORES OF VOUCHERED AND REGULAR RESPONDENTS ON SELECTED ATTITUDE ITEMS BY SEX AND BY EDUCATION . . .	73
26	MEAN SCORES ON VOUCHERED RESPONDENTS ON SELECTED ATTITUDE ITEMS BY ITEM.	75
27	OCCUPATIONAL PREDISPOSITIONS OF VOUCHERED AND REGULAR RESPONDENTS WHO HAD AN OCCUPATION IN MIND AT THE START, BY SEX	77
28	OCCUPATIONAL PREDISPOSITIONS OF VOUCHERED AND REGULAR RESPONDENTS WHO HAD OCCUPATIONS IN MIND AT THE START, BY EDUCATION	79

LIST OF TABLES (Continued)

TABLE		Page
29	NUMBERS OF TRAINING OCCUPATIONS RESPONDENTS CONSIDERED, BY SEX.	80
30	NUMBERS OF TRAINING OCCUPATIONS RESPONDENTS CONSIDERED, BY EDUCATION.	81
31	OCCUPATIONS CONSIDERED BY VOUCHERED AND REGULAR RESPONDENTS, BY SEX	82
32	OCCUPATIONS CONSIDERED BY VOUCHERED AND REGULAR RESPONDENTS, BY EDUCATION	84
33	OCCUPATIONS CONSIDERED AND CHOSEN OR REJECTED, VOUCHERED RESPONDENTS ONLY, BY SEX	85
34	OCCUPATIONS CONSIDERED AND CHOSEN OR REJECTED, VOUCHERED RESPONDENTS ONLY, BY EDUCATION	87
35	REASONS FOR REJECTING OCCUPATION CONSIDERED AS FIRST ALTERNATIVE TO TRAINING OCCUPATION, BY SEX.	90
36	REASONS FOR REJECTING OCCUPATION CONSIDERED AS FIRST ALTERNATIVE TO TRAINING OCCUPATION, BY EDUCATION. . . .	91
37	TRAINING OCCUPATIONS SELECTED BY SEX, VOUCHERED RESPONDENTS ONLY.	94
38	TRAINING OCCUPATIONS SELECTED BY EDUCATION VOUCHERED RESPONDENTS ONLY.	95
39	TRAINING OCCUPATIONS SELECTED BY VOUCHERED AND REGULAR RESPONDENTS	98
40	TRAINING OCCUPATIONS SELECTED BY VOUCHERED AND REGULAR RESPONDENTS BY SEX AND EDUCATION.	99
41	CHANGES IN DEMOGRAPHIC COMPOSITION OF OCCUPATIONAL GROUPS AMONG VOUCHERED AND REGULAR RESPONDENTS.	101
42	TRAINING OCCUPATION CHOSEN BY VOUCHERED AND REGULAR RESPONDENTS BY OCCUPATION IN MIND AT THE START.	103
43	TRAINING OCCUPATION CHOSEN BY VOUCHERED AND REGULAR RESPONDENTS BY OCCUPATIONS IN MIND AT THE START, AND SEX	105
44	TRAINING OCCUPATIONS CHOSEN BY VOUCHERED AND REGULAR RESPONDENTS BY OCCUPATIONS IN MIND AT THE START AND EDUCATION	106
45	REGRESSION ESTIMATES OF INFLUENCES OF DEMOGRAPHIC FACTORS AND OCCUPATION IN MIND AT THE START ON TRAINING OCCUPATIONS, VOUCHERED RESPONDENTS ONLY. . . .	107
46	REGRESSION ESTIMATES OF INFLUENCES OF DEMOGRAPHIC FACTORS ON OCCUPATION IN MIND AT START, VOUCHERED RESPONDENTS ONLY.	108

LIST OF TABLES (Continued)

TABLE		Page
47	DIRECT AND TOTAL INDIRECT EFFECTS (TIE) OF SEX/PROGRAM STATUS AND EDUCATION ON CHOICE OF TRAINING OCCUPATION	111
48	PROPORTIONS OF VOUCHER RECIPIENTS WHO MENTIONED VARIOUS SOURCES OF OCCUPATIONAL INFORMATION	114
49	BEST SOURCES OF OCCUPATIONAL INFORMATION AMONG VOUCHERED RESPONDENTS BY SEX	115
50	BEST SOURCES OF OCCUPATIONAL INFORMATION AMONG VOUCHERED RESPONDENTS BY EDUCATION	116
51	WHAT VOUCHERED RESPONDENTS LEARNED FROM INFORMATION SOURCES THAT MADE THEM THE MOST IMPORTANT	117
52	REGRESSION ESTIMATES OF BEST SOURCES OF OCCUPATIONAL INFORMATION ON VOUCHERED RESPONDENTS' CHOICES OF TRAINING OCCUPATIONS	119
53	VOUCHERED RESPONDENT EVALUATIONS OF WIN STAFF INFORMATION	120
54	PROPORTIONS OF VOUCHERED RESPONDENTS WHO CITED TALKS WITH WIN STAFF AS BEST SOURCE OF OCCUPATIONAL INFORMATION BY EVALUATIONS OF WIN STAFF INFORMATION	121
55	REGRESSION ESTIMATES OF THE INFLUENCES OF AVAILABILITY AND QUALITY OF STAFF INFORMATION ON VOUCHERED RESPONDENTS' CHOICES OF TRAINING OCCUPATIONS	122
56	VOUCHERED RESPONDENTS' ESTIMATES OF STARTING WEEKLY WAGES IN THE OCCUPATIONS THEY CHOSE	123
57	REGRESSION ESTIMATES OF THE INFLUENCES OF STARTING WEEKLY WAGE ESTIMATES MADE BY VOUCHERED RESPONDENTS ON THE TRAINING OCCUPATIONS THEY CHOSE	124
58	REGRESSION ESTIMATES OF NET EFFECT OF DECISION-MAKING AUTONOMY ON VOUCHERED RECIPIENTS' CHOICES OF TRAINING OCCUPATIONS	125
59	REGRESSION ESTIMATES OF TEAM INFLUENCES ON TRAINING OCCUPATIONS CHOSEN BY VOUCHERED RECIPIENTS	128
60	REGRESSION ESTIMATES OF THE NET INFLUENCES OF OCCUPATION IN MIND AT THE START OF THE TRAINING OCCUPATIONS CHOSEN BY VOUCHERED AND REGULAR RESPONDENTS	129
61	REGRESSION ESTIMATES OF THE INFLUENCES OF DEMOGRAPHIC VARIABLES ON THE TRAINING OCCUPATIONS CHOSEN BY VOUCHERED AND REGULAR RESPONDENTS	130
62	REGRESSION ESTIMATES OF INFLUENCES OF BEST OCCUPATIONAL INFORMATION SOURCES ON TRAINING OCCUPATIONS CHOSEN BY VOUCHERED AND REGULAR RESPONDENTS	132

LIST OF TABLES (Continued)

TABLE		Page
63	REGRESSION ESTIMATES OF INFLUENCES OF PERCEIVED AUTONOMY ON TRAINING OCCUPATIONS CHOSEN BY VOUCHERED AND REGULAR RESPONDENTS.	133
64	ESTIMATED NET PROPORTIONS OF VOUCHERED AND REGULAR RESPONDENTS SELECTING TYPES OF TRAINING OCCUPATIONS, BY WHO MADE TRAINING OCCUPATION DECISIONS	134
65	DIFFERENCES IN THE NET INFLUENCES OF LEVELS OF AUTONOMY ON TRAINING OCCUPATION CHOICES IN THE VOUCHERED AND REGULAR SITUATIONS	135
66	PROPORTIONS OF VOUCHERED AND REGULAR RESPONDENTS WHO FELT THAT THERE WAS SOME OCCUPATION OTHER THAN TRAINING OCCUPATION THAT WAS BETTER FOR THEM	136
67	OCCUPATIONS WHICH VOUCHERED AND REGULAR RESPONDENTS PREFERRED.	137
68	PROPORTIONS OF VOUCHERED AND REGULAR RESPONDENTS MENTIONING VARIOUS REASONS FOR NOT SELECTING PREFERRED OCCUPATION	139
69	NUMBERS OF SCHOOLS CONSIDERED BY VOUCHERED AND REGULAR RESPONDENTS BY SEX	141
70	NUMBER OF SCHOOLS CONSIDERED BY VOUCHERED AND REGULAR RESPONDENTS BY EDUCATION	142
71	PROPORTIONS OF VOUCHERED RESPONDENTS WHO CONSIDERED ALTERNATIVE SCHOOLS WHO CROSSED PUBLIC/PRIVATE SCHOOL BOUNDARY IN CONSIDERING ALTERNATIVES	143
72	SHIFTS IN SCHOOL SELECTIONS, VOUCHERED AND REGULAR RESPONDENTS.	145
73	PROPORTIONS OF VOUCHERED AND REGULAR RESPONDENTS SELECTING PRIVATE VOCATIONAL TRAINING SCHOOLS BY SEX AND BY EDUCATION	146
74	REGRESSION ESTIMATES OF INFLUENCES OF TRAINING OCCUPATION ON TYPES OF TRAINING VENDORS CHOSEN BY VOUCHERED RESPONDENTS.	150
75	TYPES OF SCHOOLS SELECTED BY VOUCHERED AND REGULAR RESPONDENTS BY TRAINING OCCUPATIONS.	152
76	REGRESSION ESTIMATES OF THE INFLUENCES OF DEMOGRAPHIC FACTORS ON TYPE OF TRAINING VENDORS CHOSEN BY VOUCHERED RESPONDENTS	154
77-A	PROPORTIONS OF VOUCHERED AND REGULAR RESPONDENTS MENTIONING IMPORTANT REASONS FOR CHOOSING TRAINING VENDOR, BY SEX.	156
77-B	PROPORTIONS OF VOUCHERED AND REGULAR RESPONDENTS MENTIONING IMPORTANT REASONS FOR CHOOSING TRAINING VENDOR BY EDUCATION	157

LIST OF TABLES (Continued)

TABLE		Page
78	REGRESSION ESTIMATES OF INFLUENCES OF REASON FOR CHOOSING TRAINING VENDOR ON VOUCHER RECIPIENTS' CHOICES OF TRAINING VENDORS.	158
79	PROPORTIONS OF VOUCHERED AND REGULAR RESPONDENTS MENTIONING USE OF VARIOUS SOURCES OF INFORMATION ABOUT TRAINING VENDORS	160
80	VOUCHERED RESPONDENTS' PERCEPTIONS OF BEST SOURCE OF INFORMATION ABOUT TRAINING VENDORS BY SEX.	161
81	VOUCHERED RESPONDENTS' PERCEPTIONS OF BEST SOURCE OF INFORMATION ABOUT TRAINING VENDORS, BY EDUCATION.	162
82	VOUCHERED AND REGULAR RESPONDENTS' PERCEPTIONS OF BEST SOURCE OF INFORMATION ABOUT TRAINING VENDORS.	163
83	COMPARISON OF PROPORTIONS OF VOUCHERED AND REGULAR RESPONDENTS CITING USE OF WIN STAFF AS OCCUPATIONAL AND SCHOOL INFORMATION SOURCE AND AS BEST SOURCE . .	164
84	REGRESSION ESTIMATES OF INFLUENCES OF BEST SOURCES ON VOUCHERED RESPONDENTS' CHOICES OF TRAINING VENDORS.	166
85	REGRESSION ESTIMATES OF INFLUENCES OF AVAILABILITY AND QUALITY OF STAFF INFORMATION ON VOUCHERED RESPONDENTS' CHOICES OF TRAINING VENDORS	168
86	PROPORTIONS OF VOUCHERED RESPONDENTS RECEIVING AND UNDERSTANDING FTC BOOKLET WHO MENTIONED QUALITY OF TRAINING/REPUTATION OF VENDOR AS AN IMPORTANT REASON FOR SELECTING TRAINING VENDORS.	169
87	GROSS PROPORTIONS AND ESTIMATED NET PROPORTIONS OF VOUCHER RECIPIENTS WHO SELECTED PRIVATE SCHOOLS BY RECEIPT AND UNDERSTANDING OF THE FTC BOOKLET	170
88	PROPORTIONS OF RECIPIENTS RECEIVING AND UNDERSTANDING FTC BOOKLET WHO CITED VENDOR AS BEST SOURCE OF SCHOOL INFORMATION	171
89	SCHOOL CHOICES OF VOUCHER RECIPIENTS BY RECEIPT AND AND UNDERSTANDING OF FTC BOOKLET AND WHETHER OR NOT THEY LISTENED TO VENDOR	171
90	REGRESSION ESTIMATES OF DECISION-MAKING AUTONOMY ON VOUCHERED RESPONDENTS' CHOICES OF TRAINING VENDOR	173
91	REGRESSION ESTIMATES OF TEAM INFLUENCES ON VOUCHERED RESPONDENTS' CHOICES OF TRAINING VENDORS	174
92	ESTIMATED NET PROPORTIONS OF VOUCHERED RECIPIENTS CHOOSING TYPES OF SCHOOLS, BY TEAM	174

LIST OF TABLES (Continued)

TABLE		Page
93	REGRESSION ESTIMATES OF THE INFLUENCES OF TRAINING OCCUPATIONS ON THE SCHOOL CHOICES OF VOUCHERED AND REGULAR RESPONDENTS	176
94	REGRESSION ESTIMATES OF THE INFLUENCES OF DEMOGRAPHIC FACTORS ON VOUCHERED AND REGULAR RESPONDENTS' CHOICES OF TRAINING VENDORS	178
95	REGRESSION ESTIMATES OF THE INFLUENCES OF SCHOOL CHOICE REASON ON TRAINING VENDOR CHOICES OF VOUCHERED AND REGULAR RESPONDENTS	179
96	REGRESSION ESTIMATES OF INFLUENCES OF INFORMATION FACTORS ON VOUCHERED AND REGULAR RESPONDENTS CHOICES ON TRAINING VENDORS	181
97	ESTIMATED NET PROPORTIONS OF VOUCHERED AND REGULAR RESPONDENTS CHOOSING TYPES OF SCHOOLS BY BEST INFORMATION SOURCES	182
98	REGRESSION ESTIMATES OF THE INFLUENCES OF DECISION-MAKING AUTONOMY ON VOUCHERED AND REGULAR RESPONDENTS' CHOICES OF TRAINING VENDORS	183
99	PROPORTIONS OF VOUCHERED RESPONDENTS WHO AGREED (SCORE = 4) WITH STATEMENTS ABOUT UNDERSTANDING USE OF VOUCHERS, BY SEX AND BY EDUCATION	186
100	PROPORTIONS OF VOUCHERED RESPONDENTS REPORTING PROBLEMS ENCOUNTERED, BY SEX	188
101	PROPORTIONS OF VOUCHERED RESPONDENTS REPORTING PROBLEMS ENCOUNTERED, BY EDUCATION	189
102	COMPARISON OF PREVALENCE OF PROBLEMS BY VOUCHERED AND REGULAR RESPONDENTS	190
103	MEAN SCORES OF VOUCHERED AND REGULAR RESPONDENTS' ATTITUDES TOWARD THE WIN STAFF, BY SEX AND BY EDUCATION	191
104	PROPORTIONS OF VOUCHERED AND REGULAR RESPONDENTS EXPRESSING NEED FOR MORE GUIDANCE, BY SEX AND BY EDUCATION	192
105	PROPORTIONS OF VOUCHERED AND REGULAR RESPONDENTS WHO EVALUATED WIN STAFF'S PROVISION OF INFORMATION NEGATIVELY	193
106	PROPORTIONS OF VOUCHERED RESPONDENTS REPORTING VARIOUS EFFECTS OF THE LIMITATION OF TRAINING TO THE PORTLAND AREA, BY SEX AND BY EDUCATION	194
107	PROPORTIONS OF VOUCHERED RESPONDENTS REPORTING HAVING TOO LITTLE TIME TO THINK ABOUT DIFFERENT KINDS OF WORK AND TO LOOK FOR PLACES TO GET TRAINING, BY SEX AND BY EDUCATION	195

LIST OF TABLES (Continued)

TABLE		Page
108	PROPORTIONS OF VOUCHERED AND REGULAR RESPONDENTS CITING LENGTH OF TRAINING LIMIT AS A REAL OR COME PROBLEM, BY SEX AND BY EDUCATION.	196
109	PROPORTIONS OF VOUCHERED RESPONDENTS WHO WOULD HAVE CHOSEN SOME OTHER TRAINING IF MORE THAN 1 YEAR WAS AUTHORIZED, BY SEX AND BY EDUCATION.	198
110	OCCUPATIONS WHICH VOUCHERED RESPONDENTS SAID THEY WOULD HAVE CHOSEN IF ONE-YEAR TRAINING LIMIT WAS NOT IN EFFECT	199
111	COMPARISON OF OCCUPATIONS VOUCHERED RESPONDENTS SAID THEY WOULD HAVE CHOSEN IF ONE-YEAR TRAINING LIMIT WAS NOT IN EFFECT WITH OCCUPATIONAL PREDISPOSITIONS AND OCCUPATIONS CONSIDERED	200
112	PROPORTIONS OF ALL CHANGES VOUCHERED RESPONDENTS SAID THEY WOULD HAVE MADE IF NO TIME LIMIT WAS IN EFFECT, BY TRAINING OCCUPATION.	201
A-1	REGRESSION ESTIMATES OF INFLUENCES ON OCCUPATIONS CLIENTS HAD IN MIND WHEN THEY STARTED TALKING WITH WIN STAFF.	215
A-2	REGRESSION ESTIMATES OF INFLUENCES ON PREFERENCE FOR MAKING OWN TRAINING ARRANGEMENTS	216
A-3	REGRESSION ESTIMATES OF INFLUENCES ON SPECIFIC DECISIONS.	217
A-4	REGRESSION ESTIMATES OF INFLUENCES ON RESPONDENTS' PERCEPTIONS OF BEST SOURCES OF OCCUPATIONAL INFORMATION.	218
A-5	REGRESSION ESTIMATES OF INFLUENCES ON CHOICES OF TRAINING OCCUPATION.	219
A-6	REGRESSION ESTIMATES OF INFLUENCES ON RESPONDENTS' PERCEPTIONS OF BEST SOURCES OF VENDOR INFORMATION. . .	220
A-7	REGRESSION ESTIMATES OF INFLUENCES ON IMPORTANT REASONS FOR CHOOSING SELECTED TRAINING VENDORS	221
A-8	REGRESSION ESTIMATES OF INFLUENCES ON CHOICES OF TRAINING VENDORS	222
B-1	DIRECT AND INDIRECT INFLUENCES OF SEX/PROGRAM STATUS, EDUCATION AND OCCUPATION IN MIND AT START ON CHOICE OF A PROFESSIONAL, TECHNICAL, ADMINISTRATIVE TRAINING OCCUPATION	226
B-2	DIRECT AND INDIRECT INFLUENCES OF SEX/PROGRAM STATUS, EDUCATION AND OCCUPATION IN MIND AT START ON CHOICE OF A CLERICAL TRAINING OCCUPATION	227

LIST OF TABLES (Continued)

TABLE		Page
B-3	DIRECT AND INDIRECT INFLUENCES ON SEX/PROGRAM STATUS, EDUCATION AND OCCUPATION IN MIND AT START OF CHOICE OF A BLUE COLLAR (FOREMEN, CRAFTSMEN AND OPERATIVES) TRAINING OCCUPATION.	228
B-4	DIRECT AND INDIRECT INFLUENCES OF SEX/PROGRAM STATUS, EDUCATION AND OCCUPATION IN MIND AT START ON CHOICE OF A SERVICE TRAINING OCCUPATION	229
G-1	DEMOGRAPHIC COMPOSITION OF VOUCHER AND REGULAR CLIENTS BY TOTAL GROUP AND RESPONDENT.	272

ABSTRACT

A program to test the feasibility of vouchering institutional vocational training in the Work Incentive Program (WIN) in Portland, Oregon was undertaken in 1974 under Grant No. 51-11-73-02 from the Manpower Administration (now, Employment and Training Administration), U.S. Department of Labor.

Vouchering has been proposed in a number of contexts (e.g., education, manpower training, and housing) as a means of increasing the autonomy and freedom of choice of recipients of public social services. The Portland WIN voucher program was designed to provide WIN participants with the freedom to make their own choices of vocational training occupations and schools, along with responsibility for making their own arrangements for enrollment in selected schools. The role of WIN staff members was to be reoriented toward less active participation in decisions and greater emphasis on information provision and personal support on an as-desired basis.

Institutional vocational training vouchers were available (up to a total of 200 vouchers) to all WIN participants starting in May, 1974. By the termination of the trial period at the end of October, 1974, 167 vouchers had been issued. Each voucher was good for up to one year of training in any school in the Portland metropolitan area, (purely avocational training was excluded). There was no cost-of-training limit, although any program which cost more than $2,500 required special approval.

Voucher recipients were interviewed at the time they committed their vouchers to schools, at about the time they completed or dropped out of training, and are now being interviewed concerning their post-training experience. Responses to the commitment survey, with which this report is concerned, were obtained from 154 voucher recipients. For comparison purposes, data were obtained from 163 persons who had participated in WIN institutional training under conventional procedures during the period 1972-1974.

Voucher recipients were markedly more likely than regular clients to have experienced autonomy in making each of 3 types of decisions: to enter institutional training rather than some other WIN component; the occupation in which to obtain training; and the school from which to take training. There was evidence, however, that the WIN staff continued to influence the voucher recipients' decisions even when the recipients perceived themselves as having made their own decisions.

Within the framework of a more open opportunity structure created by the extension of autonomy to considerably larger proportions of voucher recipients than of regulars:

- There was no influx of underqualified clients into the institutional training program and the characteristics of the vouchered group were remarkably similar to the characteristics of the regular trainees.
- Occupations which the clients had in mind when they first talked to WIN about training had the strongest influence on training occupations chosen, controlling for other factors, and these occupational predispositions were strongly influenced by sex and level of educational attainment. Autonomy influenced occupational choices of both vouchered and regular clients to a modest extent. Because autonomy was more prevalent among vouchered clients than among regular clients, changes in the distribution of occupational choices due to autonomy were more evident in the former group. The occupational choices of the voucher recipients were well within the range of occupations chosen by the group of regular clients. There was some evidence of upgrading and crossing of traditional sex boundaries of occupations by voucher recipients, but these changes were not extensive.
- School choices were strongly influenced by training occupations because of the limited range of choices available for many occupations. Changes did occur, however, in occupational areas in which choice was possible and the general trend indicated a preference for private schools by voucher recipients. Nonetheless, in aggregate, the voucher recipients chose private schools in almost exactly the same proportion as had the regular group (53 percent private, 47 percent public).

- Voucher recipients felt they had had somewhat fewer problems than the regular group did and they were slightly more satisfied with their relationships with the WIN staff, including the support they received from the WIN staff.

The study concludes that the vouchering of institutional training in WIN was feasible in Portland and that vouchering did result in the extension of decision-making autonomy to larger proportions of clients than had been the case in the regular program. The modest nature of changes in the distributions of the decisions which were made within the more open opportunity structure is attributed to the similarity of the decision-making processes of both groups of clients and the importance of conventional assumptions about sex and educational qualifications as factors in those processes. Since clients who are accorded autonomy tend to limit themselves to relatively conventional choices, the introduction of vouchering for institutional training to WIN is unlikely to result in dramatic changes in occupational or school choices. But it does provide opportunities to transcend traditional boundaries and appears to have attitudinal advantages.

Evaluation of vouchering in Portland in terms of its relative success in improving the employability and reducing the welfare dependency of WIN clients will be reported subsequently.

ACKNOWLEDGEMENTS

This is one of a series of reports on a study of the feasibility of the introduction into the Work Incentive Program of vouchers for skill training. The study is funded by Grant Number 51-11-73-02 from the Employment and Training Administration (formerly the Manpower Administration), U.S. Department of Labor. BSSR's Study Directors for the project are Laure M. Sharp and Ann Richardson.

We are indebted to many members of the staffs of the agencies sponsoring the study. In particular, we owe our thanks to Merwin F. Hans, Paula Kartolis and Roland Brack of the National Coordination Committee, Work Incentive Program, and Dr. Howard Rosen, Thomas Bruening and Jack Newman of the Office of Research and Development, Employment and Training Administration, U.S. Department of Labor for their interest, support and the assistance they gave in solving administrative problems that developed during the planning and conduct of the institutional training phase.

In the field, we received much assistance from the staff of the Assistant Regional Director of Employment and Training, U.S. Department of Labor, Region 10, particularly Thomas Dinan as well as from Donald Stiffler from the Oregon Employment Division.

Of course, we could have accomplished nothing without the excellent cooperation of the WIN staff in Portland who gave us the benefit of their extensive experience with their regular operations, and always made the BSSR staff feel welcome.

In this respect, special mention must be made of the late G.E. Huggins, Director of the Portland WIN Office until his untimely passing in late 1975. Gene Huggins supported the research enthusiastically as a potential means of improving the ability of WIN to serve and assist its clients--always his first priority. He offered many valuable suggestions and contributed much time and effort to insuring the smooth meshing of the operations of the BSSR research staff with those of the WIN staff. More than that, he became a good friend of all the BSSR personnel who worked in or visited the Portland WIN office. His passing saddened us all.

At the Bureau of Social Science Research, a number of coders reduced the data under the skilled direction of Celia Pavis. Barbara Waters contributed many hours and considerable skills to the processing of data under the supervision of Rick Jones, Director of Data Processing. Ms. Waters also wrote the response/nonresponse analysis. Antonette Simplicio, Chief of the Production Division, was responsible for preparation and publication of this report, and under her direction, Prem Khurana and Francys Richardson prepared the final drafts.

Albert and Lydia Pokrass spent many days proofreading drafts and tables with meticulous care.

James Unger and Ina Conant constituted the Bureau's field staff in Portland during this phase of the voucher project, observing vouchering operations and handling myriad problems as they came up.

The author is especially indebted to Ann Richardson for her support, encouragement, and incredibly patient tutelage during the many months during which this report was in preparation.

Finally, our most profound thanks go to the respondents, both voucher recipients and regular trainees who cooperated so fully and gave their time during the interviews. Their interest and frankness lie at the heart of the whole enterprise.

I. INTRODUCTION

Background

This is a report on a survey of WIN participants in Portland, Oregon, who undertook institutional vocational training in public and private schools in an exploratory program to test the feasibility of introducing vouchers for the purchase of occupational skill training. The survey, the first of a series of three, covered the period during which WIN participants made their decisions about entering vocational training, chose occupations and schools, and committed their vouchers to public or private schools.

Essentially, vouchering is a mechanism for modifying the relationships between public agencies and their clients by replacing the provision of goods or services in kind with a certificate or some other form of authorization which will permit the client to select and "purchase" what is needed from some range of goods or services, as well as from a more or less specified range of vendors.

Two sets of hypotheses underlie widespread interest in the vouchering of publicly provided services. The first set concerns the demand side of agency-client relationships and addresses such questions as whether:

- vouchering will broaden the range of services and vendors available to clients;
- allowing the client to choose from among a range of services and vendors will increase the chances of meeting needs adequately since the client best knows his or her needs, interests, and abilities;
- allowing the client to make his or her own decisions will enhance self-esteem, feelings of personal efficacy, and commitment to the accomplishment of goals, as well as provide experience in dealing with a variety of institutions.

The second set of hypotheses concerns the supply side. Here it is sometimes suggested that free-market processes will operate to increase vendors' responsiveness to client needs as a number of vendors compete for the clients' patronage. Moreover, these same competitive processes should,

hypothetically, force undesirable vendors out of the market as clients withhold their patronage, and provide opportunities for new, innovative vendors to enter the market.[1]

In addition to these hypotheses, some proponents of vouchering expect administrative savings to accrue from vouchering as clients assume responsibility for actions previously carried out on their behalf by the administrative staffs of public agencies.

Following several years of discussions about the desirability of applying the vouchering concept to manpower training programs, the Employment and Training Administration (then the Manpower Administration) of the U.S. Department of Labor decided that a limited test of the administrative feasibility of vouchering in WIN should be conducted as a prelude to more extensive experimentation.

The Portland Project

The Bureau of Social Science Research, Inc. was given a grant to design, help initiate, and monitor the operation of a voucher program to test the feasibility of vouchering in WIN. Portland, Oregon was selected as the site for such a test.

In designing a voucher system, the Bureau essentially wanted to restructure the relationships that existed between WIN participants and the WIN staff by placing greater freedom and responsibility for making and acting on decisions in the hands of the former, while shifting the latter's role toward provision of information and support. Introduction of the voucher was the principal mechanism for accomplishing this restructuring of relationships; providing the client with an instrument negotiable in the training market which, hypothetically at least, would give the client greater freedom of choice than existed in the conventional system where the WIN staff makes the arrangements and purchases the training.

But simply initiating an unrestricted voucher system to see what would happen was neither desirable nor practical. First, budgetary and administrative constraints required imposition of some limits on the scope of the trial as well as on the negotiability of the vouchers themselves. Secondly, to turn vouchered WIN participants loose on their own without the

---

[1] See, for example, Milton Friedman, "The Role of Government in Education," in CAPITALISM AND FREEDOM. Chicago: University of Chicago Press, 1962, p. 91 and passim

availability of some supporting services could have consequences that would affect the participants adversely. At the same time, to provide for the participants' needs for support while preserving the spirit of vouchering would require a reorientation of the roles conventionally played by members of the WIN staff. Consequently, the program's design included a number of features intended to deal with specific needs and potential problems.

To meet length-of-study and budgetary considerations, the number of vouchers to be issued was set at about 200. These were to be issued as the demand required beginning in April, 1974 with no training to start later than September 30, 1974 and none to extend beyond June 30, 1975.

In determining the limits of the vouchers themselves, a balance had to be sought between satisfaction of research objectives which would be enhanced by minimizing restrictions, and satisfaction of legislative requirements and the concerns of WIN administrators. Ultimately, some minimal restrictions on the vouchers were established:

Time of Commitment.--A WIN participant who took a voucher was allowed six calendar weeks in which to gather information, secure a training position, and commit the voucher to the selected school. Vouchers which were not committed by the end of the six-week period reverted to the voucher pool for reissuance.

Length of Training.--Vouchers could be used to pay for up to one year of skill training which would lead to "a reasonable expectation" of employability.

Cost of Training.--While no absolute limit was set on the cost of training, any training proposal which would incur costs in excess of $2,500 would require approval by the Assistant Regional Director for Manpower (now called the Assistant Regional Director, Employment and Training).[2]

---

[2]This feature in addition to continuous monitoring of cumulative training costs by BSSR representatives was intended as a mechanism which would preserve the spirit of the voucher while providing safeguards against runaway costs.

Occupations.--Vouchers could be used to purchase training for any occupation. Training which was strictly avocational in content was, however, not voucherable.[3]

Geographic Location.--Vouchered training had to be conducted within the Oregon portion of the Portland Standard Metropolitan Statistical Area (SMSA), i.e., in the geographic area served by the Portland WIN office at the time of the project.

No limitations were placed on the eligibility of training vendors. Any public or private vendor who could provide training falling within the limits just enumerated could be selected by a vouchered WIN participant and, if willing, provide training covered by a voucher. Training could be full-time or part-time. Correspondence courses were acceptable provided that arrangements for periodic payment of fees and assessment of the participant's performance on lesson plans could be made. Remedial education could be included as a component of vouchered training, but a voucher could not be used for training that consisted exclusively of remedial classroom instruction.

Thus, the voucher system was designed to provide WIN participants with the widest practicable latitude in choosing training occupations and schools, within the framework of necessary accommodation to real world constraints. But the voucher concept we sought to test was one in which the client would make choices on sound information about occupational options, the job market, and his own interests and aptitudes. Therefore, it was necessary to build into the program features that would utilize the skills resources of the WIN staff to support the voucher recipients in meaningful ways without infringing subtly, or not so subtly, on the clients' autonomy.

First, participants in vouchered training received the same financial benefits available to all WIN participants. Since they were in institutional training, they received incentive payments and training related expenses (TRE's) while actually participating in training.

---

[3]Training for some occupations was precluded by the limit on the length of training. For example, cosmetologist training in Oregon requires 14 months and voucher participants were, therefore, excluded from training for an occupation that has been relatively popular among regular WIN participants.

Additionally, since the vouchered participants would have to spend up to six weeks in locating and arranging appropriate training, a special fund was established from which those who took vouchers were reimbursed for transportation expenses and meals away from home (up to a total cost of $2.50 per day) while engaged in the search for training.

Even though WIN participants were presumed to have access to information on occupations and schools through such sources as friends, neighbors, and relatives as well as the media, a more formal information system was introduced which involved the WIN staff from the time of intake.

Persons appearing for WIN registration received an initial assessment by intake personnel. The existence of vouchering was mentioned briefly to all persons accepted into WIN during this intake assessment. Persons accepted into the Portland WIN program during intake were then assigned to one of ten teams, each of which consisted of a counselor and a job developer from the Oregon Employment Division and a local representative of the Oregon Childrens Services Division (the designated Separate Administrative Unit (SAU) in Oregon). The appraisals required by WIN regulations were conducted by these teams and all WIN participants were to have the voucher program explained to them and be afforded an opportunity to choose vouchered institutional training if they so desired.[4] Participants were given several days to think over vouchered institutional training and its alternatives in the WIN program--e.g., direct placement, OJT, or a work-experience assignment.[5] At this point, all participants who indicated that they wanted to undertake vouchered institutional training were issued vouchers (see Figure 1) as well as some additional materials. It was also at this point that staff assistance specially tailored to the intent and needs of the voucher program came into play.

---

[4]Long discussions were held about what to do about "employment ready" clients. Serious consideration was given to excluding such clients from the voucher program provided that the employment for which the client was "ready" would provide sufficient income to take the client "completely off welfare." A decision against such exclusions was made because retaining for the staff the option of denying a voucher to selected clients would be inconsistent with the vouchering concept and would drain off into staff-selected employment those WIN participants who might, through vouchered training, prepare themselves for employment that would more fully satisfy their interests, aspirations, and income needs.

[5]When vouchering was initiated in Portland, there had been no institutional training available for some time because of budgeting limitations. Consequently, accepting a voucher was the only choice for those who definitely wanted institutional training.

FIGURE I

STATE OF OREGON

Employment Division
Oregon State Employment Service
Department of Human Resources

_____
Date

TO WHOM IT MAY CONCERN

This document is to certify that _____
has been selected to receive employment related training or study for a period not to exceed one year.

The Employment Division, Department of Human Resources, will pay for tuition or instruction, books, supplies, and other necessary training related expenses, provided that these are not in excess of standard fees or charges for other persons receiving the same training. The Employment Division, Department of Human Resources, places no limitation on the subject matter or field of study to be undertaken other than to require that such study or instruction must be in a field for which there is a reasonable expectation of employability after completion of training or instruction not exceeding one year in duration.

Attendance of the trainee will be verified by the Employment Division, Department of Human Resources. As a condition for payment of expenses you are also required to notify the undersigned promptly, if this trainee is expelled or ceases to participate in the training program.

The initial training agreement must be completed prior to _____. Instruction undertaken by means of this document must begin in the next regular training cycle, but may not start later than October 1, 1974. Training under this agreement must be completed no later than June 30, 1975.

Contact:

_____ _____
Name Authorized Signature

_____
Title

_____
Address

_____
Telephone

The basic guidelines for staff assistance and counseling were that they should be available and provided to voucher recipients on an as-requested basis, that they should fit the needs of participants as determined by them, and that they should be "nondirective," i.e., they should not be designed or intended to influence directly the choices and decisions of the participants, but rather, should make available the information and the personal support they needed to make their own decisions.

Within this framework, two types of counseling help were formalized in the vouchering program designed for Portland: self-assessment and provision of occupational and school information. In both cases, usage was to be entirely voluntary on the part of voucher holders.

Underlying the self-assessment concept is the idea that many people have developed, in their ordinary day-to-day activities in both work and nonwork situations, of skills and interests of which they may be only partly aware. If stimulated to analyze their previous work and nonwork activities systematically, people can build self-confidence as well as develop inventories of skills and interests which can be helpful in making occupational decisions. Prior to the commencement of vouchering in Portland, BSSR consultants specializing in nondirective vocational counseling[6] gave the WIN counselors in the Portland office a short course of instruction in self-assessment techniques. Each voucher recipient was to receive a set of self-assessment forms (see Appendix C) and was to be informed that self-assessment assistance was available from the WIN counselor. While self-assessment was, in theory at least, available to all voucher recipients, we know from our observations at the time that counselors varied their enthusiasm for the idea, and the extent of self-assessment usage varied rather widely between the groups of voucher recipients assigned to the different WIN teams. But as we will show later, many of the voucher participants had well established ideas about the occupations for which they wanted training when they first arrived at WIN and a number of these quite obviously felt that self-assessment was unnecessary. Our estimate is that about half of the voucher recipients used self-assessment.

Provision of occupational and school information involved three basic components. First, each voucher recipient received, along with the

---

[6] Messrs. James Brooks and Craig Costa of the staff of the Special Counseling Project of the Seattle Income Maintenance Experiment (SIME) conducted the training for counselors in Portland.

voucher, a list of public and private vocational schools in the Portland area. This index of schools listed approximately 90 public and private schools each offering training in one or more of some 150 occupations. Additionally, each voucher recipient received a copy of the Federal Trade Commission's Consumer Bulletin No. 13, "Our Vocational Training Can Guarantee You the Job of a Lifetime," which is designed to help potential students to make sound judgments concerning the choice of vocational schools. Second, occupational pamphlets published by the Oregon Employment Division were available for distribution to voucher recipients who wanted them. These pamphlets provide information on the qualifications, work characteristics, and average wages for over 100 occupations in the Oregon labor market. Third, the counselors and job developers on the WIN teams in the Portland office had each developed information resources on occupations and labor market conditions which could be used to assist voucher recipients.

Over and above these relatively specific types of help, the WIN staff was to be available to provide vouchered WIN participants with the personal support and encouragement that would be afforded to any WIN participant. Vouchered participants were not simply to be turned out on their own after receiving vouchers. The crucial differences were that voucher participants were to receive assistance only when they wanted it, and that the staff was not to influence deliverately the choices and decisions which clients made. In short, counseling was to be "nondirective" or "client-centered." This quite obviously meant that the roles of counselors would change somewhat in the vouchering situation, and that some reorientation of the counselors' definitions of their counseling tasks was necessary.[7] This is often a difficult reorientation not only

---

[7]This is a delicate distinction and we hope that our comments here will not be misinterpreted. We will show later that participants in conventional institutional training in the Portland WIN program were afforded decision-making autonomy in a majority of cases; we do not mean at all to imply that the interests of regular clients were ignored by the WIN staff or that they were treated with a heavy bureaucratic hand. This certainly was not the case. But the very concern with the well-being of clients which motivates counselors to a very large extent can lead them to influence clients toward decisions which the counselors feel are realistic and in the best interest of their clients. Vouchering does entail risks that some clients, in making their own choices, will make decisions that are not in their best interest. When a counselor perceives, in terms of his or her own definitions

because it involves deeply imbedded feelings based on the counselors' training and experience, but also because the line between facilitating a client's decisions by providing information and encouraging clients to base their decisions on realistic analyses of their situation on the one hand and, on the other, influencing the client toward a decision based on the counselors' definitions and assumptions is a very hazy one. In view of this difficult problem, the Portland counselors, in addition to their training in self-assessment techniques, were given several days of instruction in "nondirective" counseling. Again, this training was conducted by the BSSR consultants who had provided self-assessment training.[8]

Purposes of the Study

Initially, the Portland project was conceived simply as a test of the administrative feasibility of vouchering in WIN; a modest program would be installed to see if a vouchering system could be accommodated within the existing organizational environment of WIN and to identify problems that should be considered in the design of larger scale experimental study.

At an early stage in planning for the trial program, however, interest began to focus more intensively on questions such as the following:

- Will WIN participant be willing to make their own decisions about occupations and schools, and will their decisions be realistic and suitable?
- Will WIN participants use the information sources made available to them by WIN in addition to their own informal resources?

---

and experience, that a client is making a bad decision, passive acceptance is bound to conflict with the counselor's professionalism and sense of responsibility for the client's welfare. In such cases, the temptation to intervene, either overtly or covertly, can be strong. But client autonomy lies at the heart of the vouchering concept and minimizing staff intervention, however well-meaning, lies at the heart of any vouchering program.

Counselors, too, can make mistakes about what is best for a client and there are risks entailed in the conventional delivery of WIN services. The real test of a vouchering program for WIN is whether or not the mistakes which clients make under conditions of autonomy are more frequent or more serious than those which occur when the staff plays a larger role in the making of decisions.

[8] Further discussion of the features of the Portland voucher program as well as of the considerations which contributed to the formulation of the program's format can be found in Ann Richardson and Laure M. Sharp, The Feasibility of Vouchered Training in WIN: Report on the First Phase of a Study, Washington, D.C.: Bureau of Social Science Research, Inc., December 1974, Chapter II.

- Will vouchering in fact, increase the range of alternatives available to WIN participants as well as the range of occupational and school choices?
- Will WIN counselors be able to adapt to their new roles and provide effective decision-making autonomy to their clients?
- How will the recipients of vouchers fare in training that they have chosen and arranged themselves and what will be the longer term outcomes of vouchered institutional training in terms of employment or nonemployment as well as in welfare dependency?

In effect, then, the Portland project moved beyond the stage of merely testing feasibility, and sought to accumulate some of the data needed to test the various hypotheses which stimulated the initiation of the voucher program. The study thus assumed a broader, more evaluative character and the research effort was focused along two dimensions:

- a policy dimension aimed at learning how vouchering worked; how WIN participants, the WIN staff, and schools played their parts in the vocational training process in a vouchering situation as well as what the implications for program planning and administration were, and
- an evaluative dimension aimed at comparing the vouchered system to the conventional system in an effort to isolate the effects of vouchering and estimate its advantages and disadvantages in terms of the objectives of the WIN program.

Data Collection

The BSSR data collection effort involved the use of WIN records and several waves of interviews with vouchered and nonvouchered WIN participants:

- First, the population of vouchered institutional trainees was interviewed at about the time they committed their vouchers to a training school. These interviews focused primarily on factors presumed to be influential in choosing training occupations and training vendors with particular emphasis on the experience of and reactions to decision-making autonomy. Interpretation of the results of this Commitment Survey is the subject of this report.

- A second survey of the same population was conducted at about the time that the trainees completed or otherwise departed from vocational training. The "End of Training Survey" focused primarily on the experiences of trainees during training and their reactions to the training and training vendors. The findings will be presented in a subsequent report.
- Finally, the trainees are being interviewed some 6 months subsequent to departure from training. This "Employment Experience Survey" focuses on the labor force behavior, employment experience, and post-training welfare history of the trainees and will be reported in 1977.

In order to provide a basis for estimating the effects of vouchering, a comparison group of "regular" trainees who had entered vocational training under the conventional, unvouchered WIN procedures in 1972 and 1973, was interviewed during the Spring of 1974. The comparative data are being reported in all reports on vouchered clients, wherever appropriate.[9]

Research Limitations

Obviously, policy oriented research of the type represented by the Portland vouchering project represents a major departure from the classic experimental model. In the voucher study, certain aspects of institutional vocational training in the WIN program were manipulated in order to learn something about the changes that might be expected if these new procedures were to be applied on a larger scale. But this was done in a real-world situation and the researchers' ability to measure, let alone control, the policy variables was severely limited. There are important advantages in conducting research in real-world settings; at the same time, we want to emphasize that such a strategy imposes limitations on the validity and generalizability of research findings. In particular, the nature of WIN operations in Portland during the period 1973-1975 undoubtedly affected the utilization of vouchers as well as the utilization of regular institutional training, and therefore our research findings.

Although separate funds to pay the direct costs of vouchered institutional training were provided to the State of Oregon by the Department

---

[9]Copies of the inverview schedule used in the Commitment Survey of voucher recipients and the equivalent items from the schedule used in the survey of regular WIN participants are provided in Appendix D.

of Labor, the voucher program was affected by independent budgetary and administrative decisions made by federal, state, and local agencies with respect to other services provided by the ongoing WIN program. For example, during the course of vouchering, the Department of Health, Education, and Welfare froze expenditures for certain supportive services pending the completion of relevant legislative action by the Congress. This resulted in a temporary cut-off of child-care services in Portland. This cut-off threatened to change the mix of persons to whom vouchering was available; mothers of young children, who can volunteer for WIN and are usually rather heavily represented in institutional training, became unable to participate in many cases. The cut-off of funds did not last long enough to have serious effects on the study. But there were other frequent, though perhaps less drastic, changes in the local WIN funding and staffing patterns which may have affected the voucher program.

An ideal research design would have called for simultaneous vouchered and nonvouchered institutional training. But regular institutional training funds were not available in Portland for most of 1974. This had two consequences for the research project:

- First, there were few regular institutional trainees in 1974 and we had to use, as a comparison group of regular trainees, those who had received WIN-sponsored institutional training in Portland in 1972 and 1973.[10] At that time, the WIN program was changing in response to the 1971 amendments to the Social Security Act and the combined effects of the changes were toward reduction of both the prevalence and duration of institutional training. Consequently, the WIN institutional training program experienced by the regular group was not the same as the program available to the vouchered group quite aside from the changes introduced by the vouchering procedure itself. These programmatic differences, which we could not always identify and control in our analyses, affect the comparability of data from the vouchered and regular trainees.
- Secondly, since institutional training was virtually unavailable in Portland in 1974 until the vouchering program commenced, the effects of vouchering are sometimes confounded by the revived availability of institutional training as such.

[10]Some of these did not complete their training until early in 1974.

As a result of limitations such as these, our conclusions attributing specific effects to vouchering must be considered tentative and conditional.[11]

The Commitment Survey and Report

The present report analyzes the findings of the data collection effort that we call the Commitment Survey. Interviews were conducted with 154 voucher recipients after they had entered into a training arrangement, but before they had completed this training. Comparative data were obtained from interviews with 163 regular participants in institutional training in 1973. Interview data for both groups were supplemented by data extracted from official WIN records.[12]

Focusing as it does on the period leading up to the start of the participants' training, this report deals with such topics as:

- the characteristics of institutional trainees;
- the trainees' predispositions toward occupations when they entered WIN and the ways in which institutional training was presented to them initially;
- the extent to which trainees engaged in decision making about participation in institutional training as well as about training occupations and schools;
- the extent of WIN staff influence and the reactions of trainees to different levels and types of autonomy and staff influence;
- the occupations and schools chosen, and

[11]Discussion of these and other problems as well as their effects on the state of our knowledge of vouchering in WIN will be included in a forthcoming administrative history of the WIN vouchering programs.

[12]Voucher respondents constitute 92 percent of the voucher recipients who had committed their vouchers prior to the cutoff date for data collection in the early fall of 1974. Of the voucher nonrespondents, 2 refused to be interviewed and the remainder could not be located. Regular respondents, however, constitute only 47 percent of all regular WIN participants who received institutional training in 1973; most of the regular nonrespondents could not be located. Comparisons of the characteristics of respondents and nonrespondents in both groups are contained in Appendix G. The similarities in characteristics between respondents and nonrespondents suggest that nonresponse bias was not a serious problem, particularly in the vouchered group.

- the factors which influenced decisions about occupations and schools.

In covering these topics for the voucher recipients, we will attempt to develop a picture of the capabilities of WIN participants to cope with the increased autonomy afforded them by vouchering and trace the dynamics of decision making. From these analyses, we will draw some conclusions about the strengths and weaknesses of the Portland vouchering program to serve as guides to planning future voucher projects. And, by comparing the voucher and regular groups, we will attempt to lay a basis for tentative conclusions about the advantages and disadvantages of vouchering for institutional vocational training. But because this report concerns only the first phase of institutional vouchering in Portland and depends on data from the first wave of interviews, many of the hypotheses about vouchering--e.g., those relating to success or lack of success in training as well as those relating to postWIN labor force participation--can only be dealt with in later reports on the Portland project.

Finally, it must be remembered that the voucher program in Portland was of relatively short duration and was initiated without widespread publicity, so that undesirable phenomena such as potential vendor exploitation of the program had little chance to develop.[13] This factor together with certain atypical characteristics of the Portland WIN population--e.g., relatively high levels of educational achievement--combined to make predictive generalizations about larger scale applications of vouchering somewhat risky.

---

[13] Issuing of vouchers began in April 1974 and the last voucher had to be committed not later than September 30, 1974. Thus, there was only a 6 month period during which schools could react after the existence of vouchering became known in the Portland area.

II. PARTICIPANTS IN WIN INSTITUTIONAL TRAINING

Among the concerns sometimes expressed about the vouchering of institutional training in WIN was the one that it would open the way for "unprepared" or "unqualified" people to enter vocational training and that welfare clients are not likely to have sufficiently well defined occupational goals to make viable choices for themselves. In the light of these concerns, an influx into vouchered institutional training of people who might have been excluded from conventional institutional training as unqualified, or evidence of frequent lack of goal directedness, would be cause for some alarm. But, at the same time, if vouchering had the effect of making training available to any appropriately motivated WIN participant, regardless of staff presumptions about the suitability of such a course, we would expect to see some change in the characteristics of WIN participants who entered institutional training with vouchers. One of our early interests, therefore, was to see what sorts of WIN participants chose vouchered institutional training and whether or not their characteristics differed substantially from those of people who undertook institutional training under the regular WIN procedures. We will address these issues in this chapter, first describing our vouchered and regular respondents briefly.

Respondents to the Commitment Survey

In the group of 154 vouchered respondents, women outnumbered the men by more than 3 to 1 (Table 1). A majority (60%) of the group had completed 12 years of education and an additional 18 percent had received more schooling than that; the men were somewhat more likely than the women to be among the most educated (25% of the men and 15% of the women). Nine out of ten of the vouchered respondents were between 20 and 39 years of age with two-thirds of those in the 20-29 year bracket; age differences between the men and women were negligible. Almost all of the vouchered respondents had dependents (97%) with the largest proportion having 2 or 3 dependents (55%). Men tended to report more dependents than the women's 83 percent of the men reported 2 or more dependents, 87 percent of the women reported 1 to 3 dependents. However, since the men were likely to have reported a spouse as a dependent, this difference is probably artifactual.

TABLE 1

CHARACTERISTICS OF VOUCHERED RESPONDENTS
TO THE COMMITMENT SURVEY
(In percentages)

		Men	Women	Both
Sex:	Percent Women	77 (N=154)		
Education:	Less than 12 years	25	21	22
	12 years	50	63	60
	More than 12 years	25	15	18
	Total	100	99	100
	(n)	(36)	(117)	(153)
	(NA)	(-)	(1)	(1)
Age:	18-19 years	3	3	3
	20-29	64	58	60
	30-39	25	31	30
	40 years or more	8	7	7
	Total	100	99	100
	(n)	(36)	(118)	(154)
Number of Dependents:	None	3	3	3
	1 dependent	14	34	29
	2 or 3 dependents	58	53	55
	4 or more dependents	25	9	13
	Total	100	99	100
	(n)	(36)	(118)	(154)
Program Status:	Mandatory	100	32	48
	Voluntary	-	68	52
	Total	100	100	100
	(n)	(36)	(117)	(153)
	(NA)	(-)	(1)	(1)
Ethnicity:	White	81	90	88
	Black	17	9	10
	Other	3	2	2
	Total	101	101	100
	(n)	(36)	(117)	(153)
	(NA)	(-)	(1)	(1)

All of the men among the vouchered respondents were mandatory WIN participants while only 32 percent of the women were in that category.[1] The vouchered group of respondents was predominantly white (88%) with nonwhites only slightly more predominant among men (20%) than among women (11%).

As a group, the regular respondents who had undertaken institutional training under the conventional WIN procedures displayed characteristics strikingly similar to the vouchered respondents. Among these respondents, 82 percent were women (Table 2). Two-thirds of the regulars had completed 12 years of school and an additional 16 percent had more schooling than that. Most of them (81%) were between the ages of 20 and 39 with two-thirds of those between 20 and 29 years of age. Almost all (92%) had dependents with a slight majority (51%) having 2 or 3 dependents. All of the men, but only 31 percent of the women were mandatory WIN registrants.[2]

The institutional trainees in both groups of respondents, then, were predominantly women, high school graduates or better, between the ages of 20 and 39, with dependents, and white. If women, they were likely to be voluntary WIN registrants; if men, certain to be mandatory WIN registrants.

Vouchers and Regulars in Institutional Training

Richardson and Sharp have noted previously the similarities in the characteristics of the vouchered and regular groups of trainees in Portland.

---

[1]Because the predominant reasons for exemption from WIN registration (mother or sole caretaker of a child under 6, or caretaker in a home including an incapacitated member) rarely apply to men, most men receiving AFDC support are mandatory WIN registrants. None of the men in either the voucher or the regular group of respondents was a volunteer. On the other hand, two-thirds of the women in each group were volunteers.

Because program status is a partial proxy for sex in both our study groups, caution must be used in attributing consequences to either sex or program status taken alone. In the regression analyses used later in this report, sex and program status have been combined into a single composite variable in order to sort out effects of sex from those of legal status.

[2]Data on number of dependents as well as on mandatory/voluntary status were not available in WIN records for relatively large numbers of the regular cases (53 missing cases for number of dependents, 36 for mandatory/voluntary status). In part, these omissions resulted from a change in OSES Form 511 in 1973.

TABLE 2

PROPORTION OF REGULAR RESPONDENTS
TO THE COMMITMENT SURVEY
(In percentages)

Sex:	Percent Women	82 (n=163)		
		Men	Women	Both
Education:	Less than 12 years	13	29	26
	12 years	63	56	68
	More than 12 years	23	14	16
	Total	99	99	100
	(n)	(30)	(131)	(161)
	(NA)	(-)	(2)	(2)
Age:	18-19 years	7	4	4
	20-29 years	57	55	55
	30-39 years	17	28	26
	40 years or more	20	13	14
	Total	101	100	99
	(n)	(30)	(131)	(161)
	(NA)	(-)	(2)	(2)
Number of Dependents:	None	9	2	4
	1 dependent	17	34	31
	2 or 3 dependents	48	52	51
	4 or more dependents	26	11	15
	Total	100	99	101
	(n)	(23)	(87)	(110)
	(NA)	(7)	(46)	(53)
Program Status	Mandatory	100	31	45
	Voluntary	-	69	55
	Total	100	100	100
	(n)	(25)	(102)	(127)
	(NA)	(5)	(31)	(36)
Ethnicity:	White	93	86	87
	Black	3	12	10
	Other	3	2	2
	Total	99	100	99
	(n)	(29)	(128)	(157)
	(NA)	(1)	(5)	(6)

Using WIN record data on all recipients of vouchers up to the data collection cutoff date as well as on all participants in institutional training in 1973, they found that the two groups of institutional trainees were more similar on four major characteristics than either group was to the population of all WIN participants in Portland.[3] In Table 3, we show, in similar format, more complete data than were available at the time of the earlier report, with the data on survey respondents added for comparative purposes. The similarity of the vouchered and regular groups of trainees is readily apparent: vouchered trainees were slightly more likely than regular trainees to be men, were very slightly better educated, somewhat younger, and slightly more likely to be nonwhite. But these changes were small in comparison with the differences that distinguish either group of institutional trainess from the general WIN population, whether the base of comparision is all of Fiscal year 1978 or those who entered WIN only during the voucher period (with the partial exception of race).

A few noticeable differences do occur between our two groups of respondents, however, when account is taken of sex. Vouchered men were somewhat more likely than their regular counterparts to have less than 12 years of education, were more likely to be in the 20-39 year age bracket, were a bit more likely to have more than 1 dependent, and were somewhat more likely to be black. While some changes occurred in the composition of the group of women in institutional training, they were quite small (Table 4). Moreover, none of these differences is statistically significant.

Thus no drastic change in the characteristics of WIN registrants enteFing institutional training accompanied the advent of vouchering in Portland; there was no influx of any particular type of persons.[4] If vouchering did open the way to institutional training for WIN registrants who might, under the usual procedures, have been steered into other

---

[3] Richardson and Sharp, The Feasibility of Vouchering Training to WIN, op. cit., p. 20.

[4] At the time BSSR observers in Portland reported an influx of voluntary women seeking vouchered institutional training. However, it should be noted that the proportions of voluntary and mandatory registrants in the two groups of respondents were virtually identical. When vouchering started in Portland, institutional training had been halted for several months as the result of budgetary limitations, and abbacklog of persons desiring such training had built up. Among women, volunteers are usually overrepresented in institutional training; for example, while two-thirds of the female institutional trainees in both respondent groups were volunteers, volunteers usually account for about 25 percent of the women in the

TABLE 3

BACKGROUND CHARACTERISTICS: ALL CLIENTS, REGULAR INSTITUTIONAL TRAINEES AND VOUCHERED INSTITUTIONAL TRAINEES
(In percentages)

	All WIN Clients (During FY 1973)	1973 Regular Trainees		Vouchered Trainees		All WIN Clients (During Voucher Data Collection Period)
		All Trainees	Respondents Only	All Trainees	Respondents Only	
Percent women	62	82	82	77	77	64
Percent with 12 or more years education	63	75	74	77	78	67
Median age (years).	30.9	27.9	27.8	27.1	27.4	27.4
Percent White	79	88	87	86	88	90

TABLE 4

CHANGES[a] IN CHARACTERISTICS OF INSTITUTIONAL TRAINEES
(In percentages)

		Percentage points of change (Δ=(Vouchered - Regular)	
		Men	Women
Sex:		+ 5	-5
Education:	Less than 12 years.	+12	-8
	12 years.	-13	+7
	More than 12 years.	+ 2	+1
Age:	18-19 years	- 4	-1
	20-29 years	+ 7	+3
	30-39 years	+ 8	+3
	40 years or more.	-12	-6
Number of Dependents:	None or 1	- 9	+1
	2 or 3.	+10	+1
	4 or more	- 1	-2
Ethnicity:	White	-12	+4
	Black	+14	-3

[a]Based on data shown in Tables 1 and 2, supra.

activities, it seems to have happened most frequently with men who were the least educated, or were in the prime working years of 20 to 39, or had 2 or 3 dependents, or were black.[5] Although the increase in participation in institutional training in the vouchered situation by men with these characteristics was a marginal phenomenon, it suggests that a particular group of men were rather systematically excluded from institutional training in the regular program. We examined this premise further by making a detailed comparison of the characteristics of all the men in the two respondent groups to establish a multivariate category of men who had less than 12 years of education and were in the 20-39 year age bracket and had 2 or 3 dependents. All such men were white. There were no such men in the regular group although there were 2 who fitted the category except that the number of dependents is unknown. If we count these 2 cases, these undereducated men in their prime working years constituted 7 percent of male, regular respondents. There were 6 such cases (17%) among the male, voucher respondents. Therefore, we can say with some confidence that a class of men who might be presumed by the staff to be in need of immediate employment seldom or never entered institutional training under the conventional WIN program, but did so in a noticeable proportion of the cases in the vouchering situation.

In commenting on possible reasons for the similarities in the characteristics of voucher recipients and regular institutional trainees, Richardson and Sharp suggested two processes that might have functioned to channel similar people into institutional training under both sets of WIN procedures.[6] Their first hypothesis was that staff selectivity of relatively more "suitable" (in their view) candidates for institutional training, insofar as it existed before vouchering, persisted after the advent of vouchering despite program features intended to provide maximum freedom of choice to WIN registrants. There is some evidence to suggest that the staff did affect decisions to enter training by delaying the provision of information about vouchering.[7] In this sense, staff

---

Portland WIN program when institutional training is not available and about 40 percent when it is available. Therefore, the apparent influx of voluntary women when vouchering started in Portland seems to have been in response to the reopening of institutional training rather than to vouchering.

[5] To avoid misunderstanding, let us emphasize that this statement refers to men in each of the categories noted, taken separately as in table 4.

[6] Ibid., pp. 21-22.

[7] See pp. 33-34 infra.

selectivity may have contributed to the similarities between the vouchered and regular groups. Further, observational information indicates that staff selectivity may have contributed substantially to the characteristics of the population of voucher recipients.

The second hypothesis suggested in the earlier report was that client self-selectivity worked to exclude from vouchering those who felt less comfortable with the added responsibilities it entailed. The authors cited data on measures of the voucher recipients' self-confidence in partial support of this hypothesis. Ideally, we would compare measures of the self-esteem of voucher recipients with similar measures for contemporaries who did not accept vouchers to test this hypothesis further. Unfortunately, we do not have the latter data. We can elaborate somewhat, however, by comparing the levels of self-esteem displayed by vouchered respondents with those displayed by their regular counterparts.[8] If level of self-esteem affected willingness to undertake the responsibilities entailed in a vouchering situation, we would expect smaller proportions of those with low self-esteem in the vouchered group than in the regular group for whom staff decision-making would tend to compensate for lack of willingness to undertake institutional training on one's own. And, indeed, this is what happened (Table 5). The differences are small in most cases, but they are consistently in the same direction: low self-esteem was less prevalent among voucher recipients than among regular trainees. We can also note that the decrease in prevalence of low self-esteem in the vouchering situation was the greatest among the least-educated respondents. While it would be injudicious to place too much weight on this evidence,

---

[8] Each respondent scored himself from 1=DISAGREE to 5=AGREE on each of the following items:

a. I take a positive attitude toward myself.
b. I feel I do not have much to feel proud of.
c. I fell that I have a number of good qualities.
d. I am able to do things as well as most other people.
e. Sometimes I think I am no good at all.
f. I feel that I'm a person of worth, at least on an equal plane with others.

Items b. and e. were reverse coded and each respondent's item scores were then summed to provide a score for the battery of items. A summed score of 0-14 was defined as LOW, 15-21 as MEDIUM, and 22-24 as HIGH Self-Esteem. (The scoring intervals were established on the basis of the distributions of raw scores).

TABLE 5

PREVALENCE OF LOW SELF-ESTEEM AMONG VOUCHERED AND REGULAR INSTITUTIONAL TRAINING PARTICIPANTS BY SEX AND BY EDUCATION
(In percentages)

Sex:	Men		Women		Both	
	Vouchered	Regular	Vouchered	Regular	Vouchered	Regular
Percent Low Self-Esteem.	8	17	12	16	11	16
(n)	(36)	(30)	(118)	(133)	(154)	(163)

Education:	Less Than 12 Years		12 Years		More Than 12 Years		All	
	Vouchered	Regular	Vouchered	Regular	Vouchered	Regular	Vouchered	Regular
Percent Low Self-Esteem. .	18	29	11	12	4	12	11	16
(n)	(34)	(42)	(92)	(93)	(27)	(26)	(153)	(151)

it does suggest that low self-esteem might have been a factor deterring some WIN participants from choosing vouchered institutional training, particularly among the least educated participants.

Confidence and Occupational Goals

The voucher respondents came to the program with a high degree of confidence in their ability to succeed in vocational training; 97 percent agreed with the statement, "I feel sure I will succeed in the training I take."[9]

Furthermore, sizeable majorities of the men and women who undertook institutional training in the Portland WIN program had specific occupations in mind when they first started talking with WIN about training. Among the vouchered respondents, 85 percent had in mind some occupation for which they wanted training (Table 6). This marked a modest increase in the prevalence of people with occupational goals as compared with the regulars, among whom 77 percent had had such goals. This increase was especially marked among the men, so that among voucher recipients men were a bit more likely than women to have preselected an occupation (89 vs. 83%). Among the voucher recipients, the least educated were most likely to have chosen an occupation, and the most educated were least likely to have done so, although the differences on education were very small.[10]

In any event, it is clear that WIN participants in Portland who undertook vocational training were not people generally devoid of occupational goals. And, the voucher recipients were almost unanimously confident

---

[9]Regular respondents were not asked to respond to this statement. We did, however, ask both vouchered and regular respondents to agree or disagree with, "If I was given the opportunity now, I could probably get through college." Voucher respondents were slightly less sanguine on this prediction than regular respondents; 72 percent of the former and 78 percent of the latter agreed. Men in both groups were slightly less optimistic than women; as might be expected, there were sharp divisions along educational lines on the college statement, with optimism increasing as educational achievement increased.

[10]The occupations people had in mind will be discussed in some detail in Chapters III, IV and V. Suffice it to say at this point that there is little, if any, evidence of grossly unrealistic aspirations and that these predispositions seem to have been meant quite seriously by the respondents--there was a very high level of consistency between the predispositions and the actual choices of the voucher recipients. Even among the regular clients who were subject to more control over the extent to which predispositions could be actualized, consistency was high.

TABLE 6

PROPORTIONS OF RESPONDENTS WHO HAD AN OCCUPATION IN MIND WHEN THEY FIRST STARTED TALKING WITH WIN STAFF ABOUT TRAINING
(in percentages)

	Percent with Occupation in Mind	
	Vouchered	Regular
Men	89	70
(n)	(35)	(30)
Women.	83	78
(n)	(115)	(132)
Less than 12 years education	88	83
(n)	(33)	(42)
12 years education	83	73
(n)	(89)	(92)
More than 12 years education	85	77
(n)	(27)	(26)
All.	85	77
(n)	(150)	(162)

of their ability to succeed in the training they needed to qualify for their chosen occupations. Whatever images exist of welfare recipients as relatively aimless and unable to articulate specific aspirations, they do not apply to most of the people who entered vouchered institutional training in Portland.

We can conclude at this point that, insofar as the Portland experience is indicative, concerns that vouchering might be accompanied by a rush of unqualified entrants to institutional vocational training were unfounded. Barring the possibility that the Portland experience did not reflect simply a covert extension of staff decision-making, a possibility we will examine shortly, the judgments of WIN participants on what types of persons should enter institutional vocational training were strikingly similar to those in which the WIN staff had a stronger voice under the normal WIN procedures. We cannot discount the earlier suggestion by Richardson and Sharp that self-confidence operated as a regulatory mechanism, eliminating some from the vouchering program by self-selection, and the data suggest that this mechanism might have operated most frequently among those who might be considered as least prepared for formal vocational training--those with fewer than 12 years of prior schooling. In any event, the voucher recipients, in large majorities of the cases, displayed high self-esteem, were almost unanimously confident of their ability to succeed in training, and had specific occupational goals in mind.

III. ENTERING WIN

It will be recalled that one of the possible reasons suggested for the observed similarity in the characteristics of the voucher recipients and regular trainees was persistence into the voucher program of selectivity by the WIN staff. Such selectivity on an extensive scale would largely vitiate the Portland program as a test of vouchering. We can gain some insights into the possible validity of this hypothesis by examining how and when voucher recipients learned about the availability of vouchered institutional training. But aside from testing that hypothesis, information on the first stages of the voucher recipients' participation in WIN will be important for later aspects of this report and be useful to WIN planners and administrators.[1]

Learning About the Availability of Institutional Training

The WIN staff was not always the first source of information that WIN once again had money available for institutional training; in fact, WIN was the source of such information in only slightly more than one-third of the cases (Table 7). A majority of women at every educational level first learned about the training from sources other than WIN, particularly from Welfare; except for the most educated, they learned about it from Welfare more frequently than from WIN. However, the men, except for the least educated, learned about the training from WIN in a majority of cases. Not only were the women generally more likely than the men to have learned about the training from Welfare, they were more likely to have heard about it from friends, relatives or other WIN clients.

We tested the plausible hypothesis that women were much more likely than men to have heard about the availability of training from sources other than women because two-thirds of them were volunteers not required to register with WIN while all the men were mandatory WIN participants. If it was mandatory or voluntary status that made the difference, we would

---

[1] The analyses in this chapter pertain only to the voucher recipients.

TABLE 7

SOURCE OF INFORMATION THAT WIN HAD MONEY FOR INSTITUTIONAL TRAINING
BY SEX AND EDUCATION, VOUCHERED RESPONDENTS ONLY
(In percentages)

Source of Information	Men				Women[a]				Both[a]			
	Less Than 12 Yrs.	12 Yrs.	More Than 12 Yrs.	All	Less Than 12 Yrs.	12 Yrs.	More Than 12 Yrs.	All	Less Than 12 Yrs.	12 Yrs.	More Than 12 Yrs.	All
WIN Staff	11	59	67	49	32	29	44	32	26	35	52	36
Other:(Subtotal)	89	42	33	52	68	71	56	68	74	65	48	64
Welfare	67	24	22	34	56	40	28	42	59	37	26	40
Friends & Relatives	11	6	-	6	4	17	17	14	6	15	11	12
WIN Clients	-	12	-	6	8	11	11	10	6	11	7	9
Oregon ES Office	11	-	11	6	-	3	-	2	3	2	4	3
TOTAL	100	101	100	101	100	100	100	100	100	100	100	100
(n)	(9)	(17)	(9)	(35)	(25)	(72)	(18)	(115)	(34)	(89)	(27)	(150)
(NA)	(-)	(1)	(-)	(1)	(-)	(2)	(-)	(2)	(-)	(3)	(-)	(3)

[a]Excludes 1 case, no answer on Education.

expect a substantially larger proportion of mandatory than of voluntary women to have received their information from WIN. However, the data do not show any substantial difference: 35 percent of the mandatory women and 31 percent of the voluntary women obtained their first information from the WIN staff.

Since women are customarily viewed by the WIN staff as better prospects for institutional training than men, it is unlikely that the differences between men and women in their sources of first information about the availability of training resulted from the withholding of information from women by the WIN staff.

It is more likely that Welfare staff members differentiated between various types of persons who eventually became WIN voucher recipients in informing them of the availability of institutional training in WIN. Not only was the Welfare office less likely to be the first source of information for men than it was for women, but provision of the information on availability of training by Welfare varied systematically with level of education among both men and women, with the least educated most likely to be informed of the availability of WIN training by Welfare.

It should also be noted, however, that women were somewhat more likely than men to have learned about the availability of training from informal sources such as friends, relatives and other WIN clients. This suggests that the women may have been somewhat more interested in institutional training than men and, hence, more alert to information available before they reached WIN.

Thus, a sizeable segment of the group of voucher recipients learned of the availability of vouchered institutional training from other sources before hearing about it from WIN. But the likelihood of this happening depended, at least in part, on sex and level of educational achievement. And, the increased opportunity to think about institutional training as a possible opportunity as well as to develop a certain set of mind in favor of it afforded by early knowledge may have affected later decision-making processes. For example, those who first learned about training from nonWIN sources were somewhat more likely to say that they had made their own decisions about selecting institutional training over immediate job placement (Table 8).[2]

---

[2]See p. 49, infra for a description of the decision-making autonomy categories.

TABLE 8

WHO MADE THE DECISION ON TRAINING vs. JOB PLACEMENT BY FIRST SOURCE OF INFORMATION ON AVAILABILITY OF INSTITUTIONAL TRAINING, VOUCHERED RESPONDENTS ONLY (In percentages)

Who Made Training vs. Placement Decision	Source of First Information[a]		
	WIN Staff	Other Source	All
Client	69	78	75
Joint decision	24	16	19
Staff	7	6	7
Total	100	100	101
(n)	(55)	(96)	(151)

[a]Excludes 3 cases, no answer on source of information.

Timing of Information About Vouchers

WIN registrants were to be informed of the availability of vouchered institutional training at the time of registration (intake) with more detailed explanations to be provided following assignment to WIN staff. Timely provision of information on the vouchers was important if WIN registrants were to realize from the outset that vouchers provided an opportunity for training about which they could make their own choice.

As it turned out, there were rather sharp differences in the timing of the staff's provision to registrants of information about vouchers. Six out of 10 women said that they were told about the vouchers at the very start (Table 9). And a full three quarters of at least educated women received the information early in their involvement with the WIN staff while those with more education were considerably less likely to get information at the start. Men, on the other hand, more often than not were told about the availability of vouchered institutional training only after they had talked quite a bit with the staff about the kinds of work they wanted to

TABLE 9

TIMING OF WIN STAFF PROVISION OF INFORMATION ABOUT VOUCHERED INSTITUTIONAL TRAINING BY SEX AND EDUCATION, VOUCHERED RESPONDENTS ONLY
(In percentages)

	Men				Women[a]				Both[a]			
	Less Than 12 Yrs.	12 Yrs.	More Than 12 Yrs.	All	Less Than 12 Yrs.	12 Yrs.	More Than 12 Yrs.	All	Less Than 12 Yrs.	12 Yrs.	More Than 12 Yrs.	All
Client told at start	44	18	33	29	76	58	53	60	67	50	46	52
(n)	(9)	(17)	(9)	(35)	(21)	(65)	(17)	(103)	(30)	(82)	(26)	(138)
(NA)	(-)	(-)	(-)	(-)	(2)	(2)	(1)	(5)	(2)	(2)	(1)	(5)
(Client had prior knowledge and asked about vouchers)	(-)	(1)	(-)	(1)	(2)	(7)	(-)	(9)	(2)	(8)	(-)	(10)

[a]Excludes 1 case, no answer on Education.

do. But like the women, the least educated men were the most likely to be told early about vouchers.

It appears, then, that there was some systematic withholding of information on vouchers by the staff. A tendency to delay in informing some men about the availability of vouchers would certainly be plausible in view of the priority given in WIN to placement of unemployed fathers as well as staff assumptions about the pressing employment needs of men. Further, institutional training has customarily been considered particularly appropriate for women. Nonetheless, this rather subtle, and perhaps unintended, selectivity on the part of the WIN staff represented a departure from the vouchering guidelines and may have detracted from the autonomy of some clients. We can note, for example, that there is an apparent association between the timing of voucher information and respondents' perceptions of who made the decision to undertake training rather than seek immediate placement; among both men and women, those who were told of the vouchering at the start were more likely than others to feel that they had made their own decision to undertake training (Table 10). Moreover, the timing of provision of information on vouchers may have been a mechanism by which, intentionally or unintentionally, the WIN staff selected people into the voucher program and thereby contributed to the similarity of voucher recipients' characteristics to those of the regular client.

But while persistence of conventional assumptions might have denied some men timely information about vouchers, it is clear that the most educated did not get preferential treatment in being informed of the availability of institutional training as, quite frankly, we expected might happen. Returning for a moment to Table 8, it was the least educated among both men and women who most often were told about vouchers at the very start and were thereby afforded knowledge of an opportunity to obtain training that might make up for some of their educational deficiencies. Clearly the "creaming" sometimes imputed to the WIN staff with respect institutional training did not operate so far as the <u>timeliness</u> of voucher information was concerned.[3]

---

[3]This does not, however, exclude the possibility that clients whom the staff considered unprepared, unqualified, or otherwise unsuitable for institutional training (or vouchering) were never informed about the vouchers. We do know that the proportions of new WIN registrants during April through July, 1974,who took vouchers increased with education, as well as varying

TABLE 10

WHO MADE THE DECISION ON TRAINING vs. JOB PLACEMENT BY TIMING OF STAFF INFORMATION ON VOUCHERS BY SEX, VOUCHERED RESPONDENTS ONLY
(In percentages)[a]

Training vs. Placement Decision Made By	Men		Women		Both	
	Told at Start	Told Later	Told at Start	Told Later	Told at Start	Told Later
Client	90	68	81	58	82	62
Joint decision	10	24	11	32	11	29
Staff.	-	8	8	10	7	9
Total	100	100	100	100	100	100
(n)	(10)	(25)	(64)	(40)	(74)	(65)

[a]Excludes 5 cases, no answer on TIMING OF INFORMATION and 10 cases with prior knowledge, who initiated the discussion of vouchers.

Assignment to WIN Staff Teams

It will be recalled that each WIN registrant in Portland was assigned to one of 10 staff teams for appraisal and subsequent provision of WIN services. One of the questions we will seek to answer in subsequent analyses is whether the team to which a voucher recipient was assigned made a difference in the choices and decisions which he or she made. If we could assume that voucher recipients were randomly assigned to the teams, there would be some basis for interpreting differences in outcomes between the clients of two teams (e.g., differences in levels of perceived autonomy, differences in training occupations chosen) as resulting from team influences. But were the distributions of voucher recipients among the teams the result of random selection to the teams, and were the probabilities that the clients of each team would take vouchers equal?

We know that in the regular WIN program there was some selectivity of assignment to teams: some teams were favored by intake personnel for particular types of clients; some teams tended to specialize in certain

---

on several other demographic dimensions:

PROPORTIONS OF PERSONS REGISTERING WITH WIN PORTLAND DURING THE PERIOD APRIL THROUGH JULY, 1974, WHO TOOK VOUCHERS, BY SELECTED DEMOGRAPHIC VARIABLES
(In percentages)

Demographics	Percent Taking Vouchers	(n)
Age: 16-25 yrs.	35	(202)
26-35 yrs.	34	(236)
36-45 yrs.	22	(64)
46 yrs. and over	14	(22)
Sex/Program Status:		
Men	21	(189)
Women, Mandatory	27	(158)
Women, Voluntary	49	(177)
Education:		
8 yrs. or less	14	(21)
9-11 yrs.	23	(152)
12 yrs.	36	(277)
More than 12 yrs.	40	(74)

These differences may, of course, reflect either variations in demand or in staff selectivity (or "creaming") or, more likely, some combination of the two. In any event, once the decision was made to inform a client of availability of vouchers, being in the least-educated group enhanced the likelihood of the client being informed right away.

types of occupations and would draw clients who expressed interest in those occupations; and so forth. We also know that the teams differed in their enthusiasm for the vouchering idea. Given these facts, and despite the best of intentions on the part of the WIN staff, then, it would be naive to assume that the distribution of voucher clients among the teams was random.

Therefore, before leaving our discussion of the very early stages of voucher recipients' involvement with WIN, we will look at some of the differences in the groups of voucher recipients assigned to the teams.

Numerical Distribution

The 154 voucher recipients were disproportionately divided among the 10 WIN staff teams, ranging from a high of 30 from one team to a low of 8 from another (Table 11). While this uneven distribution may have

TABLE 11

NUMERICAL DISTRIBUTION OF VOUCHERED RECIPIENTS ASSIGNED TO WIN STAFF TEAMS

Number of Teams	Number of Vouchered Recipients Assigned to Each Team	Subtotal Number of Vouchered Recipients
1	30	30
2	23	46
1	16	16
1	14	14
1	11	11
2	10	20
1	9	9
1	8	8
Total 10	121	154

resulted partly from unavoidable administrative circumstances (e.g., uneven existing caseloads), on-site observations convince us that the enthusiasm for vouchering of some teams and the reluctance of other teams

to deal with voucher recipients had something to do with it. Whatever the reasons for the uneven distribution of voucher recipients among the teams, groups of respondents varying in size from team to team received different treatments from teams known to differ in their perceptions of clients, in their enthusiasm for vouchering, in the occupations they tended to emphasize, and in the schools they tended to favor, among other things.

Characteristics of Assigned Voucher Recipients

There were some noticeable differences in the characteristics of the clients assigned to the various teams, particularly with respect to the proportions of men and women, and the proportions of volunteers (Table 12).[4] Differences in median levels of education were not great, but did occur. While median age and number of dependents were quite similar for most teams, noticeable differences showed up in a few cases.

But we can summarize the situation somewhat better by sketching some rough profiles of several of the teams. Teams C, E, and I were assigned noticeably large proportions of women. But while Team C's group tended to be younger than average and included a relatively high proportion of volunteers, Team E's group was older, more likely than average to be mandatory registrants, and had relatively few dependents; Team I's group, on the other hand, was the youngest group and was predominantly volunteer. Teams F and G included particularly high proportions of men, but while Team F's group was predominantly mandatory as might be expected, Team G's group was about average on proportion of mandatories (presumably it included a high proportion of volunteers among its women) and this group not only was relatively young, but had the fewest dependents. Team B's group was about average in most respects, but was the oldest group by a substantial margin. Team H was not only the most educated group, but had the highest proportion of mandatory registrants although it included only very slightly more than the average proportion of men.

Occupational Predispositions

Understandably, given the differences we have just described, the occupational predispositions of the voucher recipients also varied from team

[4] In Table 12, as in all following tables in which Team occurs as a variable, the teams have been assigned randomly selected letter designations, and base frequencies (n's) for individual teams have been omitted. This has been done to protect the anonymity of WIN staff members who served on the teams.

TABLE 12

SUMMARIZED DEMOGRAPHIC CHARACTERISTICS OF VOUCHERED RESPONDENT GROUPS ASSIGNED TO VARIOUS WIN STAFF TEAMS

	Team										
	A	B	C	D	E	F	G	H	I	J	All
Percent Female . .	73	80	87	70	86	60	62	74	89	75	77
Median Years Education. . . .	12.6	12.5	12.4	12.4	12.5	12.6	12.5	12.9	12.4	12.4	12.5
Median Age	28.7	31.5	26.3	29.5	29.5	27.5	26.7	26.5	24.5	26.8	27.4
Median No. Dependents . . .	2.6	2.8	2.5	3.1	2.2	2.8	1.8	2.5	2.6	2.8	2.6
Percent Voluntary. . . .	64	60	69	44	43	40	50	39	78	44	52

to team (Table 13). Team B's group which, it will be recalled was the oldest group, was particularly high in the proportion of voucher recipients aspiring to service occupations[5] as well as in the proportion who had no occupation in mind. Teams D and G included particularly large proportions of aspirants to blue collar work. Team I had a very high proportion of people (67%) interested in clerical occupations, while Team H's group--the most educated group--included a somewhat higher-than-average proportion of voucher recipients with professional, technical and administrative occupations in mind.

Given the linkages between occupations and sex and educational achievement in the American labor market, these distributions could, of course, have resulted from unequal distribution of men and women as well as of people from different levels of educational achievement. However, independent effects of team to which assigned persist when other factors (i.e., sex and program status, education, age and number of dependents) are accounted for (Table 14). These inordinate concentrations of clients with aspirations toward particular occupations in the groups assigned to some of the teams could reflect either preselection of people with particular occupational interests, or influence exerted by the teams on people with particular occupational goals to take or not to take vouchers; it seems unlikely, however, that concentrations of these magnitudes occurred entirely by chance.

Participants' Understanding of Vouchering

One of the concerns sometimes expressed about vouchering is that social service clients will not understand vouchers or how to use them. The voucher recipients in Portland, however, seem to have had little difficulty along these lines. Moreover, despite variations in the timing of information on vouchers, the information apparently was consistent with the vouchering guidelines and was useful when it was given.

Respondents were asked to disagree or agree with five statements concerning the information they received about vouchers and their understanding of how to use them. Mean scores of the responses on these five items were well into the upper (agreement) third of the scale (Table 15).

---

[5]The occupational classification scheme utilized in this report can be found in Appendix E.

TABLE 13

OCCUPATION IN MIND WHEN FIRST TALKED WITH WIN STAFF BY TEAM
VOUCHERED RESPONDENTS ONLY
(In percentages)

Occupation in Mind	Team										
	A	B	C	D	E	F	G	H	I	J	ALL
Professional, Technical, Admin. . .	18	10	21	4	23	22	-	26	11	20	17
Clerical.	36	-	31	35	38	33	38	35	67	20	33
Foremen, Craftsmen, Operatives.	18	10	10	39	15	-	38	17	11	27	19
Service	9	40	17	13	15	33	-	9	-	27	16
No occupation in mind .	18	40	21	9	8	11	25	13	11	17	15
Total	99	100	100	100	99	99	101	100	100	101	100
										(n) =	(150)
										(NA) =	(4)

TABLE 14

OCCUPATIONS IN MIND AT START NOTICEABLY[a] PREVALENT OR LACKING IN GROUPS OF VOUCHERED RECIPIENTS ASSIGNED TO WIN STAFF TEAMS: REGRESSION ESTIMATES OF NET EFFECTS OF TEAM ON OCCUPATION IN MIND[b]

Team	Occupational Goals Noticeably Prevalent	Occupational Noticeably Lacking
A	-	-
B	Service (27),[c] NONE (24)	Clerical (-31)
C	-	-
D	Foremen, Crafts, Operatives (17)	Prof., Technical and Administrative (-10)
E	-	-
F	Clerical (14), Service (18)	Foremen, Crafts, Operatives - (27)
G	Clerical (10), Foremen, Crafts, Operatives (11)	Prof., Tech., Admin. (-16), Service (-13)
H	-	-
I	Clerical (25)	Service (-18)
J	-	Clerical (-11) -

[a]Deviation from the overall mean for occupational group $\geq$10 percentage points.

[b]See Appendix A for brief explanatory note on interpreting regression results; see Appendix Table A-1 for complete regression results on Occupation in Mind.

[c]Figure shown in parentheses () is the percentage points of deviation from the overall mean for the occupational group indicated.

TABLE 15

VOUCHERED RESPONDENTS' EVALUATIONS OF INFORMATION ON VOUCHERS: MEAN SCORES ON SCALE ITEMS ABOUT USING VOUCHERS

Statement	Mean Score	(n)
When I first got the vouchers, I understood how to go about using it	3.34	(154)
I thought using vouchers would be very simple.	3.53	(154)
The staff was very helpful in explaining to me how to use the voucher. . . .	3.62	(154)
During my meeting with the staff, they told me that how I used the voucher was up to me	3.71	(153)
It was clear to me that I could use the voucher for any kind of training I could finish in a year	3.82	(154)

Although initial understanding of how to go about using the vouchers was not perfect, the recipients felt quite confident, on the average, and they gave the staff high marks on information about vouchers.

In general, these optimistic remarks on vouchering did not vary much between the sexes or among groups with different levels of education. Differences between men and women were small and not systematically ordered. Differences in mean scores between the least-educated respondents and those with 12 years of education, too, were small and unsystematic. But the mean scores of the best-educated respondents consistently were slightly lower than those of the other two educational groups, perhaps because of somewhat more developed critical faculties.[6]

In sum, it appears a number of factors affected WIN participants as they were introduced to the idea of vouchered institutional training: some learned about the renewed availability of institutional training before they got to WIN and, perhaps, had more fully formulated plans when they registered; some learned about vouchering from WIN before others and thereby were less subjected to the attractions that other WIN components might hold for them; it is very likely that both selective assignment to teams and different approaches to the presentation of the vouchering idea by teams contributed to varying probabilities of voucher acceptance as well as to varying compositions of the voucher groups with whom the different teams subsequently worked.

By and large, these screening processes probably reflected the genuine concerns of professional staffs for the well-being of their

---

[6] Overall mean scores by sex and by education were as follows:

Men	= 3.56
Women	= 3.61
Largest difference was on "I thought using vouchers would be very simple" with men	= 3.36
with women	= 3.58
Less than 12 years education	= 3.64
12 years education	= 3.65
More than 12 years education	= 3.36
Largest difference was on "It was clear to me I could use the voucher for any kind of training I could finish within a year" with:	
Less than 12 years	= 3.82
12 years	= 3.89
More than 12 years	= 3.30

clients as well as inertial persistence of long-established procedures. Insofar as they constituted selection processes based on the assumptions and definitions of staff members, they may have contributed to the similarity in characteristics of the voucher recipients and regular participants in WIN institutional training in a way that detracts from our ability to evaluate vouchering. Lacking similar data on WIN participants who did not take vouchers, we cannot estimate the effects of these processes quantitatively and account for them in later analyses. But we will have to keep possible consequences of these departures from the administrative ideal in mind.

We are neither surprised nor dismayed by the existence of these unintended influences. Such occurrences are to be expected when research is conducted outside of the laboratory in the real world. While they complicate the research task of evaluating vouchering, they demonstrate quite clearly the extent to which existing systematic processes can persist to inhibit the introduction of changes.

IV. CLIENT AUTONOMY AND STAFF INFLUENCE

As we pointed out in the introduction, vouchering is aimed at providing the clients of social service agencies with the freedom to make their own decisions about what services they will obtain and from where they will obtain them. The purpose of providing this decision-making autonomy is to improve the effectiveness of the programs in ways which have been hypothesized to result from client self-determination. The Portland project was an explicit attempt to restructure the relationships between the WIN participants and WIN staff by placing the primary responsibility for making and acting on decisions about occupations and schools in the hands of the former while shifting the latter's role toward provision of information and personal support. In short, the autonomy and responsibility of WIN clients in choosing and obtaining institutional vocational training was to be increased by making available vouchers which would assure, within specified limits, the necessary financial support.

It follows from this, that "client autonomy" is crucial to our evaluation of the Portland project both as an outcome of the application of vouchering to WIN institutional training (i.e., as a dependent variable), and as an input to evaluations of the effectiveness of vouchering in achieving WIN program goals (i.e., as an independent or intervening variable). In this chapter, our concern is with client autonomy as an outcome of attempts to modify the institutional training program in Portland by introducing vouchers. First, we must know if vouchering of institutional training in Portland did, in fact, provide more freedom of choice to clients than existed under the conventional program: were the WIN staff willing to grant autonomy to their clients, and were the clients willing to make their own decisions? If the answers to these questions are negative, then we would have to conclude that vouchering was not feasible within the context of WIN institutional training. If the answers are positive, however, additional questions such as the following are raised:

- Was autonomy equal in all types of decisions; if not, what were the differences?

- Was increased autonomy granted equally to all types of voucher recipients; if not, what were the differences?
- To what extent and in what ways might the WIN staff have influenced the decisions made by clients?

In addition to providing us with an essential element in assessing the feasibility of vouchering in WIN, the answers to these questions will permit us to apply "client autonomy" as an input variable in subsequent chapters of this report and in subsequent reports.

Perceived Autonomy

When confronted with the vouchering concept and its intermediate objective of enhancing client autonomy, WIN administrators as well as others familiar with the program frequently respond with the argument that WIN registrants have a great deal of autonomy under normal conditions. We were told this by WIN staff personnel in Portland, by the representatives of training vendors there, and by WIN administrators in other parts of the country. On the face of it, the argument would seem to have considerable basis in fact, at least in Portland. In responding to a general question as to whether the counselors had told them what to do, or they had been left on their own in making decisions, 70 percent of the participants in regular institutional training in Portland said that they had been left on their own and an additional 12 percent said that they had had some voice in the decisions that concerned them. Nonetheless, in the vouchered situation, there was a substantial increase in perceptions of autonomy; 95 percent of the voucher recipients said they had made their own decisions, and only 3 percent said they had been told what to do by staff counselors (Table 16).

While the very high proportions of voucher recipients who said they had been left on their own in making decisions held roughly equally for men and women, this had not been so among the regular participants in institutional training. Among the latter, men had been somewhat more likely than women to report complete autonomy (77% vs. 68%). The difference however, was not as great as it appears on the face of it, because the women who did not report complete autonomy tended to feel that they had had some voice in decisions (Table 17). Nonetheless, it appears that vouchering permitted the women to catch up with the men in perceptions of overall autonomy.

TABLE 16

WHO MADE THE DECISIONS BY VOUCHER/REGULAR STATUS
(In percentages)

Decision-making	Status		
	Vouchered	Regular	All
Left on own	95	70	82
A Bit of both	2	12	7
Told by counselor	3	18	10
Total	100	100	99
(n)	(154)	(161)	(315)
(NA)	(-)	(2)	(2)

TABLE 17

WHO MADE THE DECISIONS BY SEX
(In percentages)

Decision-making	Vouchered		Regular	
	Men	Women	Men	Women
Left on own	94	96	77	68
A Bit of both	3	2	3	14
Told by Counselor	3	3	20	18
Total	100	101	100	100
(n)	(36)	(18)	(30)	(131)
(NA)	(-)	(-)	(-)	(2)

Judging from this general measure of perceived autonomy, vouchering also affected differentially the freedom to make decisions enjoyed by the several educational groups. While, in the regular situation, the most-educated had been left on their own considerably more often than the less-educated groups (85% vs. 68% for those with 12 years and 62% of the least-educated), they stayed at essentially the same level in the vouchering situation (Table 18).

TABLE 18

WHO MADE THE DECISIONS BY EDUCATION[a]
(In percentages)

Decision-making	Vouchered			Regular		
	Less than 12 yrs.	12 yrs.	More than 12 yrs.	Less than 12 yrs.	12 yrs.	More than 12 yrs.
Left on own	97	97	89	62	68	85
A Bit of both	-	-	11	14	12	12
Told by counselor	3	3	-	24	20	4
Total	100	100	100	100	100	101
(n)	(34)	(92)	(27)	(42)	(91)	(26)
(NA)	(-)	(-)	(-)	(-)	(2)	(-)

[a]Excludes 1 voucher case and 2 regular cases for whom no educational data are available.

The two less-educated groups, on the other hand, reported large gains in autonomy under the vouchering situation--to 97 percent in each case.

In their responses to more specific questions about who had made each of three specific types of decisions, the voucher recipients confirmed that they had made their own decisions more often than not

(Table 19).[1] Moreover, it is clear that the voucher recipients were much more likely than regulars to feel they had made their own decisions, whatever the subject: by a 21 percentage point margin in choosing training over immediate placement, by 22 percentage points in the case of occupational choices, and by 39 percentage points in the case of school choices. The accompanying drops in the proportion who said that decisions were made by the staff suggests that these shifts were more than marginal upgrading at the top of the scales.

The greater prevalence of perceived autonomy among voucher recipients than among regulars persists when account is taken of sex or education (Table 20). For both men and women, and for each educational group, voucher recipients were more likely than their regular counterparts to feel they had made their own decisions. Moreover, with the single exception of the most educated, the increases in perceived autonomy were substantial.

It appears, then, that the introduction of vouchering was accompanied by substantial increases in the freedom that WIN registrants had in making their own decisions about institutional vocational training, at least insofar as their own perceptions of that freedom were concerned.

---

[1] A battery of three questions asked the respondents:

- How was your training occupation chosen?
- How was the school chosen?
- How about deciding to go for training rather than an immediate placement on a job?

Each item in the battery was scored on a scale from 1 = I DID to 5 = STAFF DID. Scores were combined as follows to yield the response categories used in distribution tables:

1 = CLIENT
2,3 = JOINT
4,5 = STAFF

For regression analyses, the second and third categories were further collapsed into a single dummy variable. Collapsing in this manner, which was dictated by the skew of distributions toward the high end of the autonomy scale, has introduced a conservative bias into our analyses. By and large, we will be talking about "those who made their own decisions," meaning those who scored 1 on the autonomy scales; perceptions of partial autonomy are thus excluded. On several occasions, however, we will use mean autonomy scores which include the various levels of partial autonomy.

TABLE 19

LEVELS OF AUTONOMY PERCEIVED BY VOUCHERED AND REGULAR RESPONDENTS BY TYPE OF DECISION
(In percentages)

Who Made the Decision	Training vs. Placement Decision		Training Occupation Decision		School Decision	
	Vouchered	Regular	Vouchered	Regular	Vouchered	Regular
Client	75	54	77	55	88	49
Joint decision	18	25	23	25	12	9
Staff.	7	21	1	20	1	42
Total	100	100	101	100	101	100
(n)	(154)	(159)	(154)	(161)	(152)	(159)
(NA)	(-)	(4)	(-)	(2)	(2)	(4)

TABLE 20

PROPORTIONS OF VOUCHERED AND REGULAR RESPONDENTS WHO MADE THEIR OWN DECISIONS, BY SEX AND BY EDUCATION

Proportion Who Made Their Own Decision	Training vs. Placement Decision		Training Occupation Decision		School Decision	
	Vouchered	Regular	Vouchered	Regular	Vouchered	Regular
All.	75	54	77	55	88	49
(n).	(154)	(159)	(154)	(161)	(152)	(159)
Men.	75	40	69	53	80	43
(n).	(36)	(30)	(36)	(30)	(35)	(30)
Women.	75	57	79	55	90	50
(n)	(118)	(129)	(118)	(131)	(117)	(129)
Less than 12 years education .	82	52	76	52	91	38
(n)	(34)	(42)	(34)	(42)	(33)	(42)
12 years education	71	52	74	53	88	47
(n)	(92)	(89)	(92)	(91)	(91)	(91)
More than 12 years education .	78	62	89	65	81	75
(n)	(27)	(26)	(27)	(26)	(27)	(24)

The most impressive increase in perceived autonomy occurred with respect to decisions about schools: where only 49 percent of the regulars felt that they had made that decision on their own, 88 percent of the voucher recipients felt that way; conversely, the proportion of people who reported that the staff had made the school decision for them dropped from 42 percent for regulars to 1 percent for voucher recipients (Table 19). Not only were these shifts of substantially greater magnitude than those that occurred with the other types of decisions, but autonomy among voucher recipients was substantially greater in the case of the school decision than the two preceding decisions. By and large, this pattern persisted within the two sexes and within the educational groups (Table 20). There was one exception in the case of men, among whom the increase in autonomy with respect to the training versus placement decision was unusually large, presumably because freedom to make that decision was particularly depressed among the regular men in response to staff perceptions of needs for immediate placement. A second exception occurred among the most educated where there was only a minimal increase in autonomy associated with vouchering, since the regulars in that select educational category had always been accorded a high degree of freedom in making school decisions.

Despite these exceptions, the school decision more than the other two types of decision appears to be one in which vouchering was associated with particularly large increases in autonomy. We attribute this to the fact that it was these school decisions, as well as subsequent actions to implement such decisions, that were most explicitly implicated in the procedural changes that accompanied the introduction of vouchering. Formerly, the training and occupational decisions were open to more or less negotiation between the WIN staff and WIN registrants, but they were only necessary antecedents to the school decision and required no substantial, concrete actions. While the choice of school might still be open to some negotiation between staff and client, the staff was charged with responsibility for obtaining a place in the selected school and making arrangements to enroll the client. In the vouchering situation, this burden of concrete actions was shifted to the clients. We believe, therefore, that the high levels of autonomy reported by voucher recipients reflect not only an objective increase in the freedom of action accorded to the clients in that situation,

TABLE 21

REGRESSION ESTIMATES OF INFLUENCES ON THE DECISION-MAKING AUTONOMY EXPERIENCED BY VOUCHER RECIPIENTS
(In percentage points of deviation from the grand mean)

	(n)	Client Chose Tng. vs. Place.	Client Chose Tng. Occup.	Client Chose Tng. Vendor
Grand Mean	-	75	77	88
Team:				
A.	-	-09	08	-02
B.	-	-04	11	03
C.	-	08	00	09
D.	-	01	-01	01
E.	-	-15	-04	-11
F.	-	21	06	11
G.	-	10	-24	-11
H.	-	05	-03	-06
I.	-	-17	-00	06
J.	-	-09	05	07
Sex/Program Status:				
Men - mandatory	(36)	05	-15	-10
Women - mandatory	(37)	03	13	-04
Women - voluntary	(80)	-04	01	06
Education:				
Less than 12 years	(34)	08	01	05
12 years	(97)	-04	-03	00
More than 12 years	(23)	02	09	-08
Age:				
18-29 years	(97)	-03	04	-06
30 years or more	(57)	05	-07	10
Number of Dependents:				
None or 1	(50)	-00	-04	03
2 or 3	(84)	02	09	-03
4 or more	(20)	-07	-27	02
Occupation in Mind at Start:				
Professional, technical and administrative	(25)	16	01	a
Clerical	(53)	03	03	a
Foremen, craftsmen and operatives	(29)	-14	13	a
Service	(24)	05	-02	a
None	(23)	-12	-21	a
Preference for Autonomy/Dependence:				
Would prefer to make own training arrangements	(127)	01	01	-01
Would prefer staff to make training arrangements	(27)	-05	-02	03
WHO MADE THE TNG. vs. PLACE. DECISION:				
Client	(115)	a	03	04
Joint decision or Staff	(39)	a	-07	-10
AVAILABILITY OF STAFF INFORMATION:				
Staff gave needed information	(140)	a	-00	00
Staff sometimes withheld information	(14)	a	03	-05
QUALITY OF STAFF INFORMATION:				
Staff's information was good	(118)	a	-03	-01
Respondent's information sometimes was better	(36)	a	09	02
BEST SOURCE OF OCCUPATIONAL INFORMATION:				
Friends and relatives	(21)	a	-09	a
People in and employers of occupation	(47)	a	-03	a
Previous education and/or work experience	(25)	a	18	a
Vendor visits and telephone conversations	(35)	a	14	a
Other: WIN staff, media, other organizations	(26)	a	-25	a
WHO MADE TRAINING OCCUPATION DECISION:				
Client	(118)	a	a	00
Joint decision or Staff	(36)	a	a	-00
TRAINING OCCUPATION:				
Professional, technical and administrative	(21)	a	a	02
Clerical	(72)	a	a	-05
Foremen, craftsmen and operatives	(35)	a	a	05
Service	(26)	a	a	01
BEST SOURCE OF VENDOR INFORMATION:				
People: friends, relatives, workers in training, occupation, students of Vendor	(34)	a	a	-02
WIN: talks with WIN staff, WIN school list	(15)	a	a	-39
Vendor	(78)	a	a	03
Other: media, organizations	(27)	a	a	++[b]
R^2		.13	.38	.30

[a]Not included in regression equation.

[b]Sum of regression coefficient and grand mean exceeds 100.

but also an increase in subjective perceptions of autonomy resulting from the direct involvement of clients in concrete actions, in doing things for themselves. This suggests that when WIN registrants are given some voice in decisions, as a good many are even in the unvouchered situation, the effects of having participated in making decisions will be amplified if the decision-making autonomy afforded them is reinforced by their active participation in the procedures necessary to carry out the decisions.

The gross distributions we have examined so far show quite clearly that decision-making autonomy was considerably more pervasive among WIN registrants in the vouchering situation than in the unvouchered situation. High levels of reported autonomy were characteristic of all three major decisions, but both the prevalence of autonomy and the magnitude of increase which accompanied vouchering were the largest in the case of the school decision.

At the same time, higher levels of perceived autonomy in the vouchering situation than in the unvouchered situation also were characteristic of both men and women, as well as of each of the three educational groups. Nonetheless, differences in the prevalence of autonomy as well as in the magnitude of change with vouchering between the various groups suggest that autonomy was not experienced equally by all types of voucher recipients. Therefore, we will turn now to an examination of the net relationships between various factors and the experience of autonomy.

Factors Related to Perceived Autonomy[2]

Although the experience of decision-making autonomy was generally high for voucher recipients and lack of autonomy was a marginal phenomenon, we are interested in seeing if autonomy was equally distributed among all types of voucher recipients or whether experienced autonomy was distinctly

---

[2] This section utilizes the results of multiple regression analyses which provide estimates of the effects of selected variables, net (independent) of the effects of other variables included in the regression equations, on the probability of experiencing autonomy in making the three major decisions. See Appendix A for notes on the interpretation of regression results.

Table 21 presents the full regression results for voucher recipients. For convenience, appropriate extracts from Table 21 are provided in the text. Readers should note that the regression coefficients shown in the extracted tables are net of all other variables in the relevant model in Table 21, not simply net of those variables shown in the extracted tables. Unless otherwise specified, regression estimates are from equations which include Team and FTC Booklet.

and systematically a prerequisite of particular types of voucher recipients: and what factors, if any, tended to be particularly associated with the experience of autonomy?

Demographic Factors

Sex/Program Status.--Insofar as any distinction occurred in autonomy in making the training versus placement decision, it appears to have been on the program status dimension. Men, all of whom were mandatory, and mandatory women experienced freedom to choose training over placement almost equally; voluntary women were somewhat less likely to have experienced that freedom (Table 21A).

Sex and program status appear to have been somewhat more important in the case of occupational and school decisions, however. With other variables held constant, women were considerably more likely than men to have experienced autonomy in making the occupational and school decisions; while this appears to be predominantly a sex difference, mandatory women were noticeably more likely than volunteers to have experienced such autonomy. Again, in the case of the school decision, women were more likely than men to experience freedom to make their own choice, but here the more significant distinction seems to be on the legal distinction as voluntary women exceeded mandatory women by a noticeable margin in experiencing autonomy.

We cannot rule out the possibility that some of the differences in the extent to which men, voluntary women and mandatory women experienced autonomy reflect pressures which the staff exerted, either intentionally or unintentionally, on these different types of clients. Certainly, selective influence to meet assumptions about the appropriateness of decisions and the likelihood of successful outcomes is a plausible and, we think, one of the more probable explanations for the observed differences.

Education.--Education, in general, seems to have been only modestly associated with whether or not voucher recipients experienced autonomy in making their decisions. With other variables accounted for, the least educated were somewhat more likely than others to experience autonomy in choosing training over placement while those with 12 years of school were least likely to do so. On the choice of training occupations, the most educated had a fairly clear advantage in freedom to make their own

TABLE 21A

REGRESSION ESTIMATES OF NET DEMOGRAPHIC INFLUENCES ON PERCEIVED AUTONOMY IN MAKING DECISIONS, VOUCHERED RESPONDENTS ONLY
(In percentage points of deviation from the grand mean)

	(n)	Client Chose Tng. vs. Place.	Client Chose Tng. Occup.	Client Chose Tng. Vendor
Grand Mean	-	75	77	88
Sex/Program Status:				
Men.	(36)	05	-15	-10
Women - mandatory.	(37)	03	13	-04
Women - voluntary.	(80)	-04	01	06
Education:				
Less than 12 years	(34)	08	01	05
12 years	(97)	-04	-03	00
More than 12 years	(23)	02	09	-08
Age:				
18-29 years.	(97)	-03	04	-06
30 years or more	(57)	05	-07	10
Number of Dependents:				
None or 1.	(50)	-00	-04	03
2 or 3	(84)	02	09	-03
4 or more.	(20)	-07	-27	02

choices. In choosing training vendors, on the other hand, the most educated were at a relatively clear disadvantage in experiencing autonomy. This might, however, have reflected a more restricted range of schools offering the training they wanted as much as it did effects of education *per se*.

Age.--Older voucher recipients--those 30 years of age and over--were slightly more likely than their younger counterparts to have experienced autonomy in choosing training over placement and considerably more likely to have experienced freedom in making their school decisions. But the younger recipients had more freedom of choice in making occupational decisions.

Number of Dependents.--Number of dependents made little difference in experienced autonomy in the training versus placement and school decisions, although voucher recipients with 4 or more dependents were somewhat less likely than those with fewer responsibilities to experience such freedom. But, the size of family was associated with autonomy in making the occupational decision to a marked degree: those with 2 or 3 dependents were 13 percentage points more likely than those with no dependents or only 1 to feel they had chosen their own occupation and 36 percentage points more likely than recipients with a larger number of dependents to have experienced autonomy.[3] Presumably the group with 4 or more dependents were more likely to be constrained because of the family responsibilities imputed to them. We cannot, however, explain why those with the fewest dependents were less likely than the average to feel that they had made their own decisions.

Autonomy in decision-making, then, was not distributed equally among voucher recipients. With other variables held constant, there were particularly large differences in the extent to which recipients with different numbers of dependents experienced autonomy in occupational decisions as well as large differences in the extent to which sex/program status was related to experienced autonomy in making that decision. Somewhat more modest, but distinctly noticeable, differences existed in

---

[3] The "none or 1" dependent category is admittedly an awkward one. It would have made considerably more sense, conceptually, to distinguish those with no dependents from those with a modest number of dependents and those with many dependents. However, there were so few respondents with no dependents that they could not be placed in a separate category without violating distribution constraints of the regression technique.

the extent to which recipients of different educational levels experienced freedom to make all three types of decisions; noticeable differences in the likelihood of experiencing autonomy in making the school decision also appeared between recipients in the three sex/program status categories, between people of different levels of education and between the young and old.

Occupational Factors

The occupations which voucher recipients had in mind were rather strongly associated with whether or not the recipients experienced autonomy in making their decisions about training versus placement and their occupational decisions. In general, these occupational predispositions were more important in this respect than demographic factors.

Voucher recipients who aspired to professional, technical and administrative occupations were quite a bit more likely than those interested in other occupations to have felt that they were free to make their own decisions about whether to choose training over placement; those interested in blue-collar work (work as foremen, craftsmen or operatives) as well as those that had no occupations in mind were considerably less likely than the others to have felt that way (Table 21B).

The potential foremen, craftsmen and operatives, however, were noticeably more likely to have experienced autonomy than others in making their occupational choices, while those who had no occupation in mind were markedly less likely than others to have done so.

It is understandable that those who came to the voucher program with no occupations in mind should experience autonomy in making these decisions relatively infrequently; lacking specific occupational goals, these voucher recipients were probably more prone to defer to staff guidance and suggestions and this deference appears to be reflected in their appraisals of the autonomy they experienced.

There are a number of more or less plausible explanations for the apparent relationships between certain specific occupational predispositions and experienced autonomy. For example, it is possible that those who came to WIN aspiring to blue-collar occupations might, by virtue of past experience, feel prepared for immediate placement but encounter a certain amount of staff resistance as staff evaluated their

TABLE 21B

REGRESSION ESTIMATES OF THE NET INFLUENCES OF OCCUPATIONAL FACTORS ON PERCEIVED AUTONOMY IN MAKING DECISIONS, VOUCHERED RESPONDENTS ONLY
(In percentage points of deviation from the grand mean)

	(n)	Client Chose Tng. vs. Place.	Client Chose Tng. Occup.	Client Chose Tng. Vendor
Grand Mean	-	75	77	88
Occupation in Mind at Start:				
Professional, Technical and Admin.	(25)	16	01	a
Clerical	(53)	03	03	a
Foremen, Craftsmen and Operatives.	(29)	-14	13	a
Service.	(24)	05	-02	a
None	(23)	-12	-21	a
Training Occupation:				
Professional, echnical and dmin.	(21)	a	a	02
Clerical	(72)	a	a	-03
Foremen, Craftsmen and Operatives.	(35)	a	a	05
Service.	(26)	a	a	01

[a]Not included in regression equation.

needs for training more rigorously. Those who aspired to professional and subprofessional occupations, on the other hand, might well recognize their need for additional training from the outset and such needs would probably be confirmed by staff in a good many cases. Further, it is plausible that the professional and subprofessional aspirants should experience should not experience particularly high levels of autonomy in making the occupational decision since staff resistance to those considered unqualified would be expected. At the same time, staff acceptance of blue-collar decisions because they were considered realistic could explain the relatively high level of autonomy experienced by blue-collar aspirants.

Although occupational predispositions were rather strongly associated with the probabilities of experiencing freedom to choose training over placement as well as of experiencing freedom to choose one's own occupation, training occupations chosen were not associated to any appreciable degree with experiencing autonomy in choosing training vendors.[4]

Information Factors

Availability and Quality of Staff Information.--Differences in the availability and quality of information from the WIN staff had very little effect on clients' autonomy in making either school or occupational decisions (Table 21C).[5]

Voucher recipients who felt that they sometimes had better information than the staff were somewhat more likely than others to have experienced autonomy in making their own occupational decisions, as might be expected. Differences on the school decision were in the same direction, but so small as to be virtually negligible.

---

[4]Occupation in mind at the start and training occupation chosen were very highly correlated and, therefore, could not be used as predictors in the same regression equations. On the assumption that the three decisions were temporally ordered with the decision on training versus placement antecedent, we used occupation in mind at the start to predict to autonomy in the first two decisions, training occupation chosen to predict to autonomy in the school decision.

[5]Neither availability nor quality of staff information were used in the regression model predicting to autonomy in the training versus placement decision.

TABLE 21C

REGRESSION ESTIMATES OF THE INFLUENCES OF INFORMATION FACTORS ON PERCEIVED AUTONOMY IN MAKING DECISIONS, VOUCHERED RESPONDENTS ONLY
(In percentage points of deviation from the grand mean)

	(n)	Client Chose Tng. Occup.	Client Chose Tng. Vendor
Grand Mean	-	77	88
Availability of Staff Information:			
Staff gave needed information.	(140)	-00	00
Staff sometimes withheld information	(14)	03	-05
Quality of Staff Information:			
Staff's information was good	(118)	-03	-01
Respondent sometimes had better information.	(36)	09	02
Best Source of Occupational Information:			
Friends and relatives.	(21)	-09	[a]
People in and employers of occupation.	(47)	-03	[a]
Previous education and or work experience.	(25)	18	[a]
Vendor visits and telephone conversations.	(35)	14	[a]
Other: WIN staff, media, other organizations.	(26)	-25	[a]
Best Source of Vendor Information:			
People: friends, relatives, people working in training occupation, students of vendor	(34)	[a]	-02
WIN: talks with WIN staff, WIN school list.	(15)	[a]	-39
Vendor	(78)	[a]	03
Other: media, other organizations	(27)	[a]	+[b]

[a]Not included in regression equation.

[b]Sum of the positive coefficient and the grand mean was greater than 100.

Best Sources of Information.-- While the availability and quality of staff information were not very influential on autonomy, best sources of information were strongly associated with the probabilities of experiencing autonomy. The best source of information about what people working in the training occupation actually do on their jobs was used in the regression equations predicting to autonomy in making the choice of a training occupation. Voucher recipients who considered previous education and/or work experience as their best source of occupational information as well as those who relied on information obtained from training vendors were very likely to feel that they had made their own choice of training occupation. They differed in this respect from those who relied on friends and relatives, or on people working in and employers of the occupations they were considering. But they differed most markedly from the voucher recipients who considered "other" sources of information as the best. This is of some significance because the residual "other category" included those who considered WIN as their best source of occupational information.[6]

The sources that respondents felt gave them the best information about vendors were used to predict to autonomy in choosing a training vendor. Again, voucher recipients who cited WIN as the best source of vendor information were much less likely than others to feel that they had made their own choices about schools. On the other hand, reliance

---

[6]Distribution constraints imposed by the regression technique necessitated including several conceptually important sources of information in the residual "other" category. Most notably, voucher recipients who considered WIN as their best source of occupational information had to be included in the residual category; they constituted 42% of the respondents in that category. Frequency distributions for the "other" category were:

	Voucher	Regular
WIN: Talks with WIN Staff	9	10
Occupational Booklets	2	-
MEDIA: TV, Radio, Books, Newspapers, Magazines	3	6
EDUCATIONAL INSTITUTIONS	11	5
GOVERNMENT, CIVIC AND COMMUNITY ORGANIZATIONS	-	5
UNSPECIFIED OTHER	1	7
	26	33

on media and on other organizations [7] were positively and rather strongly associated with freedom to make the school decision.

Sources of information which the voucher recipients considered the best were, then, very strongly associated with whether or not the experienced autonomy in making decisions, net of the other variables considered. Taking the two cases together, it appears that those who cited best sources of information that were either impersonal or proximate to the work and training situation were very likely to experience autonomy. But when WIN was the best source of information, autonomy was markedly reduced.

Thus, assuming that evaluating WIN as the best source of information implied reliance on WIN, reliance on WIN was very strongly associated with not experiencing autonomy in decision-making. This suggests that the information process within WIN during the voucher program became a control process in the sense that, when it was effective, it tended to deny autonomy to the voucher recipients. Undoubtedly, the implication of the WIN staff in the information process was a major reason for this. The provision of information was one of the principal tasks assigned to the WIN staff in the program's design and availability of WIN information depended in large part on participation of staff members in the delivery of information to voucher recipients who wanted it. As a result, to the extent that the information system was successful in the eyes of the voucher recipients, it tended simultaneously to be seen as a source of influence which reduced the probability that voucher recipients would perceive themselves as having made their own decisions.

This underscores a weakness in the planning assumption that staff member's roles could include the provision of substantive information relevant to the decisions to be made and still remain "nondirective." Indeed, the provision of information and the educative or socializing function that accompanies it is recognized in the sociological literature

---

[7] The media included newspapers, magazines, telephone book yellow pages, TV and radio. "Other organizations" included educational institutions, Welfare, the Oregon Employment Service, and other vendors, licensing agencies in the training occupation field and civic and community organizations.

on complex organizations as a major mechanism of control in organizational settings.[8] To be sure, the WIN voucher information system was not seen as highly effective in a majority of the cases and the voucher recipients avoided this type of influence by not relying much on WIN for their information in these cases. But where the recipients saw the WIN information system as the best, they abrogated some of their autonomy in doing so. This suggests, of course, that the prevalence of autonomy would have been increased by the establishment of a WIN information system in which use was not so dependent on staff involvement. This should be an important factor for consideration in the design and planning of future vouchering programs. There was no discernible difference, however, in the extent to which those who had and those who had not made their own occupational decisions experienced autonomy in making decisions about schools.

Staff Influence

Regression estimates of the net associations of various factors with autonomy among voucher recipients indicate that autonomy was not equally distributed: groups of recipients with different demographic characteristics differed in the extent to which they experienced autonomy in a number of cases and recipients who differed from each other in various other characteristics relevant to vouchered decision-making processes also differed in the likelihood that they would perceive themselves as having made their own decisions. Moreover, not only were the aggregate levels of autonomy experienced in making the various decisions different, but the extent to which various factors were associated with autonomy differed between the types of decisions.

In a number of instances, several of which we have mentioned explicitly, differential distribution of autonomy points to the possibility of staff influence infringing, either directly or indirectly, on the decision-making autonomy that accompanied vouchering. We have reserved for this separate section of the chapter a discussion of such

---

[8] For example, see, Jerald Hage, Communication and Organizational Control: Cybernetics in Health and Welfare Settings. New York: John Wiley & Sons, 1974, pp. 32-33.

influences, including discussion of the final variable which was included in the regression equations predicting to experienced autonomy.

Team Assignment and Experienced Autonomy

The extent to which the voucher recipients experienced autonomy in making decisions varied considerably from team to team. Whether measured in the most generous way (by mean scores which include partial as well as complete autonomy) or conservatively (using the proportions of those who said without qualification that they made their own decisions), autonomy was not distributed equally among the groups assigned to the several teams (Table 22).

But, the demographic characteristics of the voucher recipients assigned to the teams varied considerably, as did their occupational predispositions.[9] Therefore, it is useful to return to regression estimates and the last of the variables included in the equations which was used to predict decision-making autonomy: team. Quite independently of the demographic characteristics and occupational predispositions of the voucher recipients, as well as of other variables included in the regression equations, the team to which a voucher recipient was assigned was related rather strongly to the probability that he or she would experience autonomy in making important decisions about WIN training. For example, the recipients assigned to teams F and G were considerably more likely to have experienced autonomy in making the training versus placement decisions, while those assigned to teams I and E were considerably less likely to do so (Table 21D). Team B was particularly likely to grant autonomy in the making of the occupational decision, while team G was rather unlikely to do so. Team F again was somewhat more likely than the other teams to grant voucher recipients freedom to choose their own training vendors, while teams E and G were somewhat less likely than the other teams to do so.

---

[9]See pp. 37-39, supra.

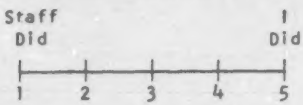
TABLE 22

MEAN AUTONOMY SCORES AND PROPORTIONS OF VOUCHERED RESPONDENTS WHO MADE OWN DECISIONS, BY WIN STAFF TEAMS TO WHICH ASSIGNED

(Ranked by overall mean autonomy score)

Team	Training vs. Place. Decis.		Training Occu. Decis.		Training Vendor Decis.		Mean Score for All Three Decisions
	Mean[a] Score	%[b]	Mean Score	%	Mean Score	%	
F	5.00	100	4.70	80	4.80	80	4.83
J	4.56	69	4.88	88	4.94	94	4.79
H	4.56	83	4.83	83	4.83	83	4.74
A	4.45	64	4.82	82	4.91	91	4.73
B	4.30	70	4.80	80	5.00	100	4.70
C	4.53	80	4.50	67	4.93	93	4.66
D	4.48	74	4.61	78	4.82	86	4.63
E	4.29	64	4.79	79	4.50	79	4.52
G	4.38	75	4.38	50	4.71	71	4.48
I	3.67	56	4.78	78	4.89	89	4.44
All Teams .	4.46	75	4.69	77	4.84	88	4.67

[a]Who made the decision



[b]Proportion of respondents scoring 5 = client chose

TABLE 21D

REGRESSION ESTIMATES OF TEAM INFLUENCES ON PERCEIVED AUTONOMY IN MAKING DECISIONS, VOUCHERED RESPONDENTS ONLY
(In percentage points of deviation from the grand mean)

	Client Chose Tng. vs. Place.	Client Chose Tng. Occup.	Client Chose Tng. Vendor
Grand Mean	75	77	88
Team A	-09	08	-02
Team B	-04	11	03
Team C	08	00	09
Team D	01	-01	01
Team E	-15	-04	-11
Team F	21	06	11
Team G	10	-24	-11
Team H	05	-03	-06
Team I	-17	-00	06
Team J	-09	05	07

While some of these differences may reflect effects of factors for which we have not accounted,[10] it is clear that the various WIN teams did not provide their vouchered clients equally with opportunities to make their own decisions. We know from observation of the vouchering program while it was in progress that the teams varied somewhat in their ability and willingness to let voucher recipients make up their own minds. And, indeed, the recipients themselves recognized varying levels of directiveness on the part of the staff. For example, none of the voucher recipients assigned to Team I said that the members of the team tried to change their minds about the training they wanted, while the members of other teams did try to exert such pressure to varying degrees (Table 23). This type of overt and direct influence does appear to have contributed to reducing the autonomy which the vouchering program was intended to provide.[11] To the extent that it occurred, direct

---

[10] The regression equation predicting to autonomy in choosing training over placement explained 13% of the variance in experienced autonomy ($R^2 = .13$ see Table 21, *supra*), that predicting to autonomy in making the occupational decision explained 38% of the variance, and the equation predicting to autonomy in making the school decisions explained 30% of the variance.

[11] While the overall correlation between ranking of teams on trying to change clients' minds and levels of experienced autonomy was only moderate ($r_s = 0.59$; $p < .10$, 8 d.f.), 4 of the 5 teams which were least directive in terms of trying to change minds were among the 5 teams most likely to grant autonomy in making the school decision.

COMPARISON OF TEAMS ON TRYING TO CHANGE VOUCHER RESPONDENTS' MINDS ABOUT TRAINING AND REGRESSION ESTIMATES OF TEAM INFLUENCES ON AUTONOMY IN THE SCHOOL DECISION

Rank	Least Directive					Most Directive				
	1	2	3	4	5	6	7	8	9	10
Directiveness (Table 23)	I	J	D	B	F	A	C	E	G	H
Experienced Autonomy (Table 21D)	F	C	J	I	B	D	A	H	E	G
	Most Autonomy					Least Autonomy				

TABLE 23

VOUCHERED RESPONDENTS' EVALUATIONS OF WIN STAFF ATTEMPTS TO CHANGE DECISIONS ABOUT TRAINING
(In mean scores)

Team	Mean Score[a] on Responses to Statement, "During my meeting with the staff, they tried to make me change my mind about the training I wanted."
A	1.27
B	1.10
C	1.30
D	1.09
E	1.36
F	1.20
G	1.38
H	1.48
I	1.00
J	1.06

[a]Disagree — Agree

1 2 3 4

influence such as this represents both a departure from the guidelines established for the WIN staff's participation in the Portland project and a demonstration of the difficulty of modifying procedures in a long-established program.

If the WIN staff teams varied among each other in the extent to which they granted autonomy on specific types of decisions, they varied also in their patterns of consistency across the three major types of decisions. Some teams relatively consistently granted or denied autonomy to their clients: for example, team F tended to grant autonomy regardless of the type of decision, team E to deny it (Table 24). By contrast, teams G and H were relatively lenient on the initial training versus placement decision, but became more directive on subsequent decisions; team J was strict on the initial decision but more lenient on the occupational and school decisions. Other patterns can be discerned.

TABLE 24

RANKING OF TEAMS ON AUTONOMY GRANTED (REGRESSION ESTIMATES)
TO CLIENTS IN MAKING THREE TYPES OF DECISIONS

Team	Client Chose Tng. vs. Place.		Client Chose Tng. Occup.		Client Chose Tng. Vendor	
	Rank Order	(Regr. Coeff.)	Rank Order	(Regr. Coeff.)	Rank Order	(Regr. Coeff.)
A.	7.5	(-09)	2	(08)	7	(-02)
B.	6	(-04)	1	(11)	5	(03)
C.	3	(08)	5	(00)	2	(09)
D.	5	(01)	7	(-01)	6	(01)
E.	9	(-15)	9	(-04)	9.5	(-11)
F.	1	(21)	3	(06)	1	(11)
G.	2	(10)	10	(-24)	9.5	(-11)
H.	4	(05)	8	(-03)	8	(-06)
I.	10	(-17)	6	(-00)	4	(06)
J.	7.5	(-09)	4	(05)	3	(07)

Thus, granting or denying autonomy was a consistent policy of several teams, presumably reflecting their general style of counseling as well as assumptions about the capabilities of WIN clients. For other teams, however, willingness to grant or deny autonomy varied with the type of decision involved, presumably reflecting varying levels of concern with which team members viewed the various decisions. Of course, the data are limited to those for whom the decision was for training. Consequently, the denial of autonomy shown by negative coefficients on the training versus placement decisions appears to reflect cases in which there was at least some reluctance on the part of clients to choose training over placement: low autonomy on that decision indicates some degree of pushing clients into training, rather then denying access to training. In part, this may have resulted from a desire on the part of some teams to "sell" training or to "sell" vouchers. But it is also our impression from on-site observation that some teams have conventionally used institutional training for the convenient temporary disposition of clients seen as problematical. Lacking data on the team assignments of regulars who experienced different levels of decision-making autonomy, we cannot show the extent to which direct team influence on decisions in the vouchering situation differed from that in the conventional situation. We can conclude, however, that, despite the large overall increases in the autonomy experienced by institutional training participants in the vouchering situation, there was also some persistence in that situation of direct influences exerted by the WIN teams on their clients.

Indirect Staff Influence

It would be plausible to expect that the WIN staff exerted influence over trainees' decisions in a variety of indirect ways. For the most part, such indirect influences would be more or less covert, probably unintentional, and probably unrecognized by staff members themselves. In point of fact, many of the desirable and necessary staff actions could quite easily have shaded over into actions which resulted in influencing client decisions in ways which were neither necessarily good nor bad, but which were unintended in the vouchering program. We have, for instance, already mentioned the possibility that careful staff attention to providing comprehensive and high quality information

resulted in some reduction in voucher recipients' perceived freedom in making the occupational and school decisions.[12] Similar effects can be hypothesized with respect to general levels of personal support which the staff offered to voucher recipients, the effectiveness with which staff members explained vouchering to recipients, and other aspects of staff-client relationships.

Processes of influence such as these are, however, very complex, both because the dividing line between support and influence often is vague and because the processes usually involve the interaction of a number of variables. Indeed, we have been unable to isolate quantitative evidence that points with clarity to specific patterns of indirect influence which reduced the autonomy of voucher recipients. While we will continue to search for such patterns in specific contexts in the subsequent chapters of this report, we will have to confine ourselves here to observing that there were a number of differences in the ways in which the staff dealt with their institutional training clients (Table 25):

- Vouchered men and women were about equal in having been told that how they used their vouchers was up to them. But the likelihood of having been told this decreased as education increased. In general, vouchered men perceived staff supportiveness in about the same way as vouchered women, having only a very slight edge. But perceptions of staff support declined somewhat with education.
- Again, with respect to feelings about the availability and quality of staff information, differences between the vouchered men and women were small. But, the most educated were less likely than others to feel that the staff had always made information available when needed, and evaluations of the quality of staff information declined somewhat as education increased.

---

[12] See p. 62-64 supra.

TABLE 25

MEAN SCORES OF VOUCHERED AND REGULAR RESPONDENTS ON SELECTED ATTITUDE ITEMS BY SEX AND BY EDUCATION

Disagree 1 2 3 4 Agree — Sex:	Men		Women		Both	
	Vouchered	Regular	Vouchered	Regular	Vouchered	Regular
Freedom to Choose Training:						
Voucher Recipients: The staff told me how I used my voucher was up to me / Regulars: The staff told me what I got trained for was up to me	3.69	3.63	3.71	3.37	3.71	3.42
Staff Information:						
At times the staff had information I needed, but would not give it to me.	1.26	1.23	1.29	1.44	1.28	1.40
Sometimes the information the staff had wasn't as good as what I already knew	1.75	2.93	1.70	2.38	1.71	2.48
Staff Supportiveness:						
By and large, the staff tried to be helpful.	3.83	3.87	3.80	3.67	3.81	3.70
I felt the staff really understood my problems	3.66	3.63	3.66	3.52	3.66	3.54
I felt good about my meetings with the staff	3.71	3.81	3.59	3.35	3.78	3.40

Education:	Less than 12 Yrs.		12 Yrs.		More than 12 Yrs.		All	
	Vouchered	Regular	Vouchered	Regular	Vouchered	Regular	Vouchered	Regular
Freedom to Choose Training:								
Voucher Recipients: The staff told me how I used my voucher was up to me / Regulars: The staff told me what I got trained for was up to me	3.79	3.34	3.73	3.34	3.52	3.48	3.71	3.42
Staff Information:								
At times the staff had information I needed, but would not give it to me.	1.26	1.68	1.26	1.37	1.37	1.08	1.28	1.40
Sometimes the information the staff had wasn't as good as what I already knew	1.72	2.43	1.69	2.36	1.77	3.04	1.71	2.48
Staff Supportiveness:								
By and large, the staff tried to be helpful.	3.79	3.55	3.83	3.72	3.74	3.88	3.81	3.70
I felt the staff really understood my problems	3.76	3.40	3.66	3.54	3.52	3.73	3.66	3.54
I felt good about my meetings with the staff	3.85	3.79	3.67	3.78	3.38	3.32	3.65	3.40

- For the most part, voucher recipients evaluated their relationships with the staff in these respects more highly than the regulars. But the changes that occurred with the advent of vouchering were not uniform for all types of clients: for example, where regular men felt they had been accorded freedom to choose their own training almost as much as the vouchered men, this was not so among women and vouchered women gained markedly in this respect; where voucher recipients with 12 years of education or less gained relative to comparable regulars with respect to the availability of staff information, the most educated lost ground.

By and large, voucher recipients tended to evaluate thei relationships with the staff more highly than regulars. On the face o' it, this would seem to be a plus for vouchering. But these closer, more effective relationships with the staff might also hold the potential for influence over the decisions which voucher recipients made. Insofar as this was the case, inequalities in the distribution of positive affect which we have pointed out might well indicate inequalities in influence over the various types of voucher recipients.

Moreover, it is clear that the inequalities in the distribution of positive affect among voucher recipients depended, at least in part, on the teams to which they were assigned (Table 26). These differences extended not only to the measures of freedom to choose training, adequacy of information and staff supportiveness we previously described, but also to the voucher recipients' evaluations of how well the staff explained vouchering to them and how well the recipients understood vouchering.

Summary

Vouchering, then, was accompanied by a marked increase in the decision-making autonomy experienced by WIN participants who entered institutional training. But this autonomy was not equally distributed among the voucher recipients. There is evidence that some of the inequalities in the distribution of autonomy resulted from persistence into the vouchering situation of direct influece on decisions exerted by some of the teams. At the same time, differences in the relationships which the staff had with their clients, while generally in the direction of a freer, more supportive milieu, held the potential for influencing clients' decisions in complex, subtle ways.

TABLE 26

MEAN SCORES OF VOUCHERED RESPONDENTS ON SELECTED ATTITUDE ITEMS BY TEAM

	A	B	C	D	E	F	G	H	I	J	ALL
FREEDOM TO CHOOSE TRAINING:											
Voucher Recipients: The staff told me how I used my voucher was up to me . . .	3.91	3.90	3.93	3.65	3.36	3.30	3.57	3.74	3.67	3.69	3.71
STAFF INFORMATION:											
At times the staff had information I needed, but wouldn't give it to me . . .	1.45	1.00	1.23	1.13	1.29	1.40	1.00	1.39	1.56	1.38	1.28
Sometimes the information the staff had wasn't as good as what I already knew. .	2.45	1.20	1.43	1.35	1.86	1.90	2.25	1.83	1.44	1.75	1.71
STAFF SUPPORTIVENESS:											
By and large, the staff tried to be helpful.	3.72	4.00	3.80	3.91	3.86	3.80	3.75	3.74	4.00	3.75	3.81
I felt the staff really understood my problems	3.73	3.60	3.59	3.65	3.31	3.50	4.00	3.57	4.00	3.94	3.66
I felt good about my meetings with the staff.	3.55	3.90	3.77	3.91	3.79	3.70	3.71	3.78	4.00	3.67	3.65
USE OF VOUCHERS:											
I thought using vouchers would be simple .	3.91	3.40	3.53	3.52	3.43	3.40	3.75	3.17	3.67	3.81	3.53
It was clear to me I could use my voucher for any training I could finish within a year	4.00	3.90	3.17	3.87	3.71	3.70	3.50	3.83	4.00	3.81	3.82
The staff was helpful in explaining use of the voucher	3.64	3.50	3.93	3.48	3.29	3.50	3.88	3.57	3.89	3.44	3.62
When I first got the voucher I understood how to use it.	3.55	3.10	3.47	3.52	2.93	2.70	3.50	3.30	3.44	3.56	3.34

V. CHOOSING TRAINING OCCUPATIONS

Once WIN participants had opted for institutional vocational training rather than early placement, and had received a voucher, they were faced with two essential decisions: choosing the occupation for which they would seek training and choosing the vendor from whom they would obtain training. In this chapter, we deal with various aspects of the first of these decisions to see what occupational decisions voucher recipients made, how they made them and whether or not the voucher recipients acted differently than WIN participants who entered vocational training under the conventional procedures.

In particular, we will examine the validity of two contrasting hypotheses about the effect of vouchering an occupational choices. The first hypothesis held that vouchering would broaden the range of occupations that voucher recipients would consider as well as the range of occupations they ultimately would choose when permitted to follow their own inclinations. The second hypothesis held that without active participation of trained professionals in the making of decisions by voucher recipients would result in an excess of unrealistic occupational choices.[1]

Occupations Considered

Occupational Predispositions.--It will be recalled that large majorities of both voucher recipients and regular participants in institutional training had come to WIN with occupational interests in mind, although such occupational predispositions were a bit more prevalent among voucher recipients (85%) than among the regulars (77%). But if these preestablished notions about what they wanted to do were somewhat more

---

[1] While data on the occupations which vouchered and regular WIN registrants in institutional training chose will permit us to test the first hypothesis, only a preliminary examination of the second hypothesis can be made at this point, we can see how much the choices voucher recipients made for themselves differed from those made, with more extensive staff participation, in the case of regulars. But final evaluation of the appropriateness of the choices of voucher recipients will have to await analyses of success in training as well as employment experience data. That is one of the subjects of the report next to follow in this series.

prevalent among the voucher recipients, there is little empirical basis to argue that there was any sudden influx of people with wildly unrealistic aspirations. Vouchered women were somewhat less likely than regular women to be interested in service occupations and a bit more likely to be interested in traditionally male-dominated blue collar occupations as well as in clerical and professionaly-related work, but the differences were quite small (Table 27). Among the men, there were virtually no differences, the only exception being that slightly fewer voucher recipients were interested in professional, technical and administrative work.

TABLE 27

OCCUPATIONAL PREDISPOSITIONS OF VOUCHERED AND REGULAR RESPONDENTS WHO HAD AN OCCUPATION IN MIND AT THE START, BY SEX
(In percentages)

Occupation in Mind	Men		Women		Both	
	Voucher	Regular	Voucher	Regular	Voucher	Regular
Prof., Tech., Admin.	19	24	20	16	20	18
Clerical	6	5	49	48	39	40
Foremen, Crafts., Oper.	68	67	8	5	23	15
Service	6	5	23	31	19	27
Total	99	101	100	100	101	80
(n)	(31)	(21)	(96)	(105)	(127)	(124)
(NA)	(1)	(-)	(3)	(1)	(4)	(1)
(No occup. in mind)	(4)	(9)	(19)	(29)	(23)	(38)

With differences in education accounted for, there again is little indication of any inordinate inflation of occupational aspirations. The most noticeable differences between the occupational goals of voucher recipients and regulars occurred among the least educated, with voucher recipients showing markedly less interest in service occupations than did the regulars. At the same time, the voucher recipients were noticeably more likely to aspire to clerical and blue-collar occupations,

particularly the latter (Table 28). Insofar as these occupational predispositions were, in fact, formed before the clients' involvement with WIN, they seem indicative of occupational choice processes in which realistic awareness of the limits imposed by educational qualifications play an important role. For example, relatively few of the least-educated clients, whether vouchered or regular, aspired to work in the professional, technical and administrative field. At the same time, progressively larger proportions of the better-educated clients aspired to occupations in that highest category. While the least-educated voucher recipients did have somewhat higher aspirations than their regular counterparts, those aspirations seem well within the bounds of reason and can be attributed plausibly to self-confidence and legitimate desires for self-betterment--attributes that are consistent with WIN program goals.

Numbers of Occupations Considered

Although most of the voucher recipients had some occupation in mind when they came to WIN, a number of them were willing to consider possible alternatives. Nonetheless, a majority (59%) were single-minded in that they considered only the occupation which they ultimately chose; there was only a slight difference between the men and women in this respect (Table 29).

Similarly, there were only slight differences in the extent to which voucher recipients at different levels of educational achievement stuck with a single occupation. But, if they considered alternatives, the voucher recipients with more education tended to consider more alternatives: 21 percent of the least educated, 2[illegible] percent of those with 12 years of school, and 34 percent of the most educated considered two or more alternatives other than the occupation chosen (Table 30).

Although the tendency to stay with one occupation remained virtually the same in the vouchering situation as it had been in the regular WIN program, voucher recipients who did consider more than one occupation tended to consider a larger number of alternatives than the comparable regulars. Thus, a very modest increase in the tendency to consider alternative occupations did accompany the introduction of vouchering, but only among those voucher recipients already prone to consider alternatives.

TABLE 28

OCCUPATIONAL PREDISPOSITIONS OF VOUCHERED AND REGULAR RESPONDENTS WHO HAD OCCUPATIONS IN MIND AT THE START, BY EDUCATION
(In percentages)

	Less than 12 Yrs.		12 Yrs.		More than 12 Yrs.		All	
	Voucher	Regular	Voucher	Regular	Voucher	Regular	Voucher[a]	Regular[b]
Prof., Tech., Admin. .	10	11	16	13	39	45	19	18
Clerical	38	26	45	52	22	25	39	40
Foremen, Craftsmen, Operatives	34	14	18	15	26	20	23	16
Service.	17	49	22	19	13	10	19	26
Total	99	100	101	99	100	100	100	100
(n)	(29)	(35)	(74)	(67)	(23)	(20)	(126)	(122)
(NA)	(1)	(-)	(3)	(1)	(-)	(-)	(4)	(1)
(No Occup. In Mind)	(4)	(7)	(15)	(25)	(4)	(6)	(23)	(38)

[a]Excludes 1 case (CLERICAL), no answer on EDUCATION.

[b]Excludes 1 case (TECHNICAL) and 1 case (CLERICAL), no answer on EDUCATION.

-79-

TABLE 29

NUMBERS OF TRAINING OCCUPATIONS RESPONDENTS CONSIDERED, BY SEX
(In percentages)

Number of Occupations Considered	Vouchered			Regular		
	Men	Women		Men	Women	
Considered Only Occupation Chosen.	56	60	59	63	57	58
Considered One Alternative	17	12	13	13	26	24
Considered Two Alternatives.	19	17	18	10	12	12
Considered Three Alternatives.	8	11	10	13	5	6
Total	100	100	100	99	100	100
(n)	(36)	(118)	(154)	(30)	(133)	(163)

TABLE 30

NUMBERS OF TRAINING OCCUPATIONS RESPONDENTS CONSIDERED, BY EDUCATION[a]
(In percentages)

Number of Occupations Considered	Vouchered				Regular			
	Less than 12 Yrs.	12 Yrs.	More than 12 Yrs.	All	Less than 12 Yrs.	12 Yrs.	More than 12 Yrs.	All
Considered Only Occupation Chosen . .	56	60	59	59	45	59	77	58
Considered One Alternative.	24	11	7	13	38	20	12	24
Considered Two Alternatives	18	14	30	18	10	14	8	12
Considered Three Alternatives	3	15	4	10	7	6	4	6
Total (n)	101 (34)	100 (92)	100 (27)	100 (153)	100 (42)	99 (93)	101 (26)	100 (161)

[a]Excludes 1 vouchered and 2 regular cases, no answer on EDUCATION.

Range of Occupations Considered

Vouchering was, in fact, accompanied by a broadening of the range of occupations considered[2] by institutional training candidates, but only to a very modest extent. Most notably, male voucher recipients extended their considerations into the professional area, a group of occupations not previously considered by regular men (Table 31).

TABLE 31

OCCUPATIONS CONSIDERED BY VOUCHERED AND REGULAR RESPONDENTS, BY SEX
(In percentages)

Occupations	Men		Women		Both	
	Voucher	Regular	Voucher	Regular	Voucher	Regular
Professional	6	-	6	3	6	3
Subprofessional/ Technical	14	10	11	12	12	12
Managerial/Admin./ Proprietary	3	2	3	2	3	2
High Clerical	5	8	23	25	19	22
Low Clerical	3	2	22	27	18	22
Foremen and Craftsmen	17	17	6	1	9	4
Operatives	45	58	7	2	16	13
Service	8	4	22	27	19	23
Total	101	101	100	99	102	101
(n)	(65)	(52)	(209)	(217)	(274)	(269)

In addition to this investigation of a new group of occupations, the vouchered men were slightly more likely to consider subprofessional/

[2]The unit of analysis used in this section on "Range of Occupations Considered" as well as in the accompanying Tables 32-35 is "considerations." A "consideration" is one occupation considered by one institutional training participant. Thus, some participants had one consideration, some had two, three or four. Additionally, in this section and the accompanying tables, we use a more detailed classification of occupations.

technical and service work, and they were noticeably less likely to consider blue-collar work as operatives. Among the women, all of the occupational groups had previously been considered to some extent by regulars, but the vouchered women paid slightly less attention to service and clerical occupations, and increased their consideration of blue-collar occupations both as operatives and as foremen or crafts persons. In short, vouchered men showed interest in professional occupations previously considered only by women, vouchered women showed increased interest in traditionally male-dominated blue-collar occupations.

Adjusting for educational achievement, vouchering was accompanied by a noticeable shift in interest among the least educated from service occupations to blue-collar occupations. Voucher recipients with 12 years of school were more likely to consider professional, technical and administrative occupations than were their regular counterparts and less likely to consider clerical occupations. Among the most educated, noticeable upgrading from subprofessional/technical to professional occupations as well as from low to high clerical occupations is apparent (Table 32). But also, among the most educated, vouchering was accompanied by an increase in considerations of blue-collar work.

In terms of the occupations to which they gave consideration in arriving at their decisions, voucher recipients seem to have been somewhat more willing than regulars to cross the boundaries of traditional occupational sex roles and to have raised their sights somewhat higher (with the increased interest of the most educated in blue-collar occupations possibly being explained by the promise of relatively more highly-paid employment). But the changes which accompanied vouchering with respect to the range of occupations considered were clearly modest; their magnitude should indicate that concern about widespread interest in occupations in which chances of success might be minimal was not warranted.

Rather obviously, some of the voucher recipients who considered more than one occupation did not confine themselves to closely related occupations within the same occupational group: 45 percent of the women considered one or more occupation in the clerical group, but 59 percent of the actual choices were in that group. At the same time, in each of the other occupational groups except operatives, rejections exceeded choices (Table 33). Quite a few of the women clearly considered rather disparate occupations and crossed the boundaries of occupational groups

TABLE 32

OCCUPATIONS CONSIDERED BY VOUCHERED AND REGULAR RESPONDENTS, BY EDUCATION
(In percentages)[a]

Occupations	Less than 12 Yrs.		12 Yrs.		More than 12 Yrs.		All	
	Voucher	Regular	Voucher	Regular	Voucher	Regular	Voucher	Regular
Professional	4	4	4	1	17	5	6	3
Subprofessional/Technical	4	7	12	10	23	30	12	12
Managerial/Admin./Prop.	4	3	4	1	2	3	3	2
High Clerical	12	17	21	25	17	13	19	21
Low Clerical	26	23	18	23	6	19	18	22
Foremen & Craftsmen	9	1	7	5	8	5	7	4
Operatives	28	12	12	14	15	11	16	13
Service	14	33	23	20	12	14	19	23
Total	101	100	101	99	100	100	100	100
(n)	(57)	(75)	(163)	(156)	(48)	(37)	(268)	(268)

[a]Excludes 1 voucher and 2 regular cases, no answer on EDUCATION.

TABLE 33

OCCUPATIONS CONSIDERED AND CHOSEN OR REJECTED, VOUCHERED RESPONDENTS ONLY, BY SEX
(In percentages)

Occupations	Men			Women			Both		
	Considered and Chosen	Rejected	All Considered	Considered and Chosen	Rejected	All Considered	Considered and Chosen	Rejected	All Considered
Professional	3	10	6	4	8	6	4	8	6
Subprofessional/Technical	19	7	14	4	20	11	8	17	12
Managerial/Admin./Prop.	3	3	3	2	5	3	2	5	3
High Clerical	8	-	5	30	14	23	25	11	19
Low Clerical	-	7	3	29	13	22	22	12	18
Foremen & Craftsmen	11	24	17	3	10	6	5	13	9
Operatives	50	38	45	8	5	9	18	13	16
Service	6	10	8	20	24	22	17	21	19
Total (N)	100 (36)	99 (29)	101 (65)	100 (118)	99 (91)	100 (209)	101 (154)	100 (120)	102 (274)

in making their final choices. This does not appear to have happened as frequently among the vouchered men, however. By and large, the alternative occupations which they considered were in the same major occupational group and most of the shifting appears to have occurred between the levels of occupations within those larger groups.

This tendency to consider disparate occupations among the voucher recipients who did consider more than one occupation was not confined to a single educational group; it was apparent at each level of educational achievement (Table 34).

These gross data on considerations, rejections and choices suggest that conventional assumptions about which occupations are most appropriate for men and for women as well as assumptions about educational qualifications were important factors in determining which occupations voucher recipients considered. For example, 45 percent of considerations by women were of clerical occupations. By contrast, only 15 percent of the occupations considered by women were in the traditionally male blue-collar field. Men concentrated their considerations even more highly than women; 62 percent of the occupations considered were in the blue-collar field, while only 8 percent of the considerations by men were in the traditionally female clerical field. Similarly, educational achievement was related to the extent to which voucher recipients concentrated their attention in considering occupations, particularly in the case of the professional/technical/administrative area. Of the occupations considered by the most educated, 42 percent were in that area, compared to 20 percent for those with 12 years of education and 12 percent for the least educated. Whereas the attention of the most educated was most highly concentrated in the professional and subprofessional/technical groups, those with 12 years of school concentrated their attention most highly on clerical occupations (39%), with slight emphasis on the higher clerical occupations. The least educated, however, divided their attention about equally between clerical work (38%) and blue-collar work (37%), but with the emphasis on the lower category of occupations in each case. In general, then, the voucher recipients tended most frequently to consider occupations consistent with conventional assumptions about appropriate relationships of sex, level of educational attainment, and work.

It is less clear, however, that sex and educational considerations constrained the process of narrowing considerations to a final choice.

TABLE 34

OCCUPATIONS CONSIDERED AND CHOSEN OR REJECTED, VOUCHERED RESPONDENTS ONLY, BY EDUCATION*
(In percentages)

Occupations	Less than 12 Years			12 Years			More than 12 Years			All		
	Considered and Chosen	Rejected	All Considered	Considered and Chosen	Rejected	All Considered	Considered and Chosen	Rejected	All Considered	Considered and Chosen	Rejected	All Considered
Professional. . . .	-	9	4	1	7	4	19	14	17	4	8	6
Subprofessional/ Technical	6	-	4	7	18	12	15	33	23	8	17	12
Managerial/Admin./ Prop.	3	4	4	2	6	4	-	5	2	2	5	3
High Clerical . . .	15	9	12	28	13	21	22	10	17	25	11	19
Low Clerical. . . .	29	22	26	24	11	18	7	5	6	22	12	18
Foreman & Craftsmen	-	22	9	7	7	7	7	10	8	5	13	7
Operatives.	32	22	28	12	11	12	19	10	15	18	13	16
Service	15	13	14	20	27	23	11	14	12	17	21	19
Total (n)	100 (34)	101 (23)	101 (57)	101 (92)	100 (71)	101 (163)	100 (27)	101 (21)	100 (48)	101 (153)	100 (115)	100 (268)

*Excludes 1 case, no answer on EDUCATION.

While the women did concentrate their occupational choices even more heavily in the clerical field (59%), most of the change apparently came from those who had considered professional/technical/administrative occupations which are not so sex-specific; the women chose blue-collar occupations almost as frequently as they considered them. The men predominantly considered and stayed with blue-collar occupations. And, within each of the educational groups there is evidence of both modest upgrading and modest downgrading of occupational choices.

Overall, we can say that most of the voucher recipients came to the WIN program with specific occupational objectives in mind--somewhat more than was the case with regulars. But there is no evidence that these occupational aspirations were, in the aggregate, unrealistically high. If anything, the data reflect general moderation and some downgrading of aspirations except for the noticeable desire of the least educated to move out of service occupations. Although a very large majority of the voucher recipients had occupational goals in mind at the start, a good many were willing to consider more than one occupation and, among those who did so, voucher recipients were likely to consider more alternative occupations than were the regulars. Moreover, vouchering was accompanied by a modest broadening in the range of occupations considered; this was particularly noticeable in the attention given by men to professional occupations which previously had been considered only by women, and the increased attention given to blue-collar occupations by women, as well as an upgrading tendency in each of the educational groups. But the last was accompanied by increased interest in blue-collar work by the most-educated group.

Although a number of voucher recipients who considered more than one occupation did spread their considerations beyond the boundaries of single occupational groups, the occupations in which voucher recipients concentrated their attention tended to be those conventionally consistent with their sex and levels of educational achievement. It is less clear, however, whether sex and educational considerations constrained the narrowing of voucher recipients' considerations in actual choices.

Taken together, these analyses suggest that while a certain loosening up of the occupational structure characteristic of WIN institutional training did occur, it was a marginal phenomenon. By and large,

the occupational predispositions which voucher recipients brought to WIN, the occupations they considered, and the occupations they chose reflected the persistence of traditional criteria of appropriateness and feasibility. This is not to say that sex and education determined the occupational choices--analyses subsequently discussed in this report will show that a complex of factors contributed to occupational choices. But it appears on the basis of data on occupations considered that the voucher recipients' approaches to thinking about and choosing occupations in which to obtain vocational training reflected a pragmatic recognition of the existing occupational structure and labor market.

Reasons for Rejecting Alternate Occupations

Objective conditions over which neither the voucher recipients nor the WIN staff had much, if any control--program restrictions and training problems[3]--accounted for about four-tenths of the reasons voucher recipients gave for rejecting their first alternative occupation.[4] Virtually all of the additional reasons given (60%) constituted more or less affective evaluations of the alternative occupations (Table 35). None of the voucher recipients who had considered a first alternative said that they rejected it because the WIN staff had advised against it.[5]

---

[3]The one year limit on training predominated among the program restrictions which caused rejection of alternate occupations; additionally, some of the training programs available for alternative occupations either started later than the September 30, 1974 deadline for commencement of training or extended beyond the June 30, 1975 deadline for completion of training.

The training problems which resulted in rejection of alternate occupations included the nonavailability or inadequacy of training for the occupation, length of training which was considered too long by the respondent although within the one year program limit, a starting date too late for the respondent and scheduling of classes which was inconvenient for the respondent.

[4]Respondents listed as many as three alternative occupations. Our analysis here includes only the reasons for rejecting the first alternative considered.

[5]It will be recalled, however, that some of the voucher recipients (8%) did say that the staff had tried to make them change their mind about the training they wanted (see p. 68, supra).

TABLE 35

REASONS FOR REJECTING OCCUPATION CONSIDERED AS FIRST ALTERNATIVE TO TRAINING OCCUPATION, BY SEX
(In percentages)

Reasons for Rejecting	Vouchered			Regular		
	Men	Women	Both	Men	Women	Both
Program rules prevented it	16	14	15	7	47	39
Training problems (scheduling, etc.)	26	23	24	26	16	19
Felt ill-prepared for occupation	5	4	4	7	2	3
Anticipated employment problems	16	20	19	7	5	6
Disliked conditions of work	11	23	20	7	12	11
Preferred another occupation	27	14	17	21	7	10
WIN staff advised against	-	-	-	21	7	10
Other reasons	-	2	1	7	2	3
Total	101	100	100	99	101	101
(n)	(19)	(56)	(75)	(14)	(58)	(72)

[a]Multiple responses permitted. Frequency (n) given is total number of reasons mentioned.

Vouchered men and women were quite similar in the frequency with which they cited objective reasons for rejecting the alternative; training problems were a particular barrier for both groups. But the men and women differed somewhat in the saliency accorded to subjective reasons for rejecting the alternative: women were more likely than men to have been concerned with eventual employment prospects and the conditions of work in the occupation; men were more likely to have rejected the occupation as a matter of a vaguely stated preference for the training occupation.

The educational groups, on the other hand, were rather sharply differentiated on both objective and subjective reasons for rejecting the first alternative occupation. Training problems were particularly significant for the least educated voucher recipients (39%), remained an important reason for rejection for those with 12 years of education (23%), but were rather infrequently mentioned by the most educated (Table 36).

TABLE 36

REASONS FOR REJECTING OCCUPATION CONSIDERED AS FIRST ALTERNATIVE TO TRAINING OCCUPATION, BY EDUCATION
(In percentages)

Reasons for Rejecting	Vouchered				Regular			
	Less than 12 yrs.	12 yrs.	More than 12 yrs.	All	Less than 12 yrs.	12 yrs.	More than 12 yrs.	All
Program rules prevented it	17	14	14	15	38	37	57	39
Training problems (scheduling, etc.	39	23	7	24	23	18	14	20
Felt ill-prepared for for occupation	6	5	-	4	-	5	-	3
Anticipated employment problems	11	19	29	19	8	3	14	6
Disliked conditions of work	6	26	21	20	12	11	14	11
Preferred another occupation	23	11	28	17	4	13	-	8
WIN staff advised against	-	-	-	-	12	11	-	8[a]
Other reasons	-	2	-	1	4	3	-	3
Total	102	100	99	100	101	101	99	100
(n)[b]	(18)	(43)	(14)	(75)	(26)	(38)	(7)	(71)

[a]Excludes 1 case, no answer on EDUCATION.

[b]Multiple response permitted. Frequency (n) given is total number of reasons mentioned.

Conversely, anticipated employment problems as well as dislike of working conditions were quite important for the most educated and those with 12 years of education, but not so important to the least educated. But it was the most and the least educated who tended to make their decisions to reject on the basis of preference; indeed, simple preference was the second most frequently mentioned reason for rejection for each of these two educational groups.

Voucher recipients differed quite noticeably from the regulars in the distribution of reasons they gave for rejecting the first alternative occupation; program changes involved in the shift to a vouchering system clearly underlay two of these differences. First, vouchered women were considerably less likely then their regular counterparts to attribute their rejection to program restrictions.[6] Very likely, this decreased programmatic restrictiveness resulted largely from the fact that the one year limit on training for voucher recipients was actually less confining than the training limits that had been placed on many regulars in order to conform to the requirement that regular institutional training not exceed a statewide average length of 6 months. The decrease in citing of program restrictions as reasons for rejecting alternate occupations also held for each of the educational groups and was particularly noticeable among the most educated. Secondly, the absence of WIN staff advice as a reason for rejection among voucher recipients contrasted with the conventional situation in which some regulars clearly decided against occupations they were considering because of staff advice.

Concomitant with the decreased effects of program restrictions among voucher recipients, training problems increased among vouchered women and decreased among men as reasons cited for rejecting alternate occupations; more importantly, training problems increased in salience rather markedly for the least-educated voucher recipients, slightly so for those with 12 years of education, and decreased somewhat for the most educated. And subjective evaluations of the work became more important

---

[6] Because it involved so few individuals, the somewhat larger proportion of vouchered than of regular men who were affected by program restrictions does not appear to vitiate this finding. Involving only an increase from 1 to 3 cases, this increase could easily have come about by chance or as the result of the particular occupations considered by the men.

for both men and women, as well as generally more important for each of the educational groups.

Taken together, these rather complex patterns suggest that as the institutional training program became less restrictive with the advent of vouchering and put a greater burden of decision-making and responsibility on the shoulders of the WIN participants, less-educated respondents tended to be affected by the immediate problems associated with getting training in the occupations they wanted; while more-educated respondents began to concern themselves more with longer-range considerations of ultimate employment as well as with individual interests and goals.

In this context, while care must be taken that screening procedures and the provision of different levels of guidance do not inadvertantly reintroduce selectivity and different levels of autonomy, consideration should be given in the planning of future voucher programs to making available information on a variety of subjects. At the very least, planners should bear in mind that different types of clients are likely to have somewhat different needs in preparing to assume responsibility for making their own decisions about vocational training.

Training Occupations Selected

Ultimately, almost half of the voucher recipients (47%) chose clerical occupations for which to receive institutional training, about one-quarter (23%) selected blue-collar work, 17 percent chose service occupations, and 14 percent decided to get training in professional, technical and administrative occupations (Table 37).

The distribution of voucher recipients into the various occupations was clearly differentiated along sex lines; women concentrated heavily in the clerical occupations (59%) and to a lesser extent in service occupations (20%), while relatively few men chose these areas; an even greater concentration of men was evident in the blue-collar occupations (61%) and a substantial proportion of the men chose to train for sub-professional/technical work (19%), while these occupations attracted relatively few women. Whatever the reason, it is clear that the end result of the occupational selection process was a distribution of the

TABLE 37

TRAINING OCCUPATIONS SELECTED BY SEX,
VOUCHERED RESPONDENTS ONLY
(in percentages)

Training Occupations	Men	Women	Both
Professional	3	4	4
Subprofessional/Technical	19	4	8
Managerial/Admin./Prop.	3	2	2
High Clerical	8	30	25
Low Clerical	-	29	22
Foremen and Craftsmen	11	2	5
Operatives	50	8	18
Service	6	20	17
Total	100	100	101
(n)	(36)	(118)	(154)

sexes into occupational groups in a manner largely consistent with conventional occupational sex roles and the structure of the existing labor market.[7]

As might be expected, the educational groups also distributed themselves into the various occupational groups somewhat differently. While clerical choices predominated in all three educational groups, voucher recipients with 12 years of education most frequently made this choice (52%), the least educated did so a bit less frequently (44%), and the most educated did so least often (Table 38). But it should also be noted that, within the clerical group, the kind of clerical occupation chosen was associated with level of education: the most educated predominantly chose higher level clerical work, those with 12 years of school split about evenly between the two levels, and the least educated more often chose lower level clerical work.

[7]We will show shortly that sex, was, in general, a very important determinant of occupational choice. But, in some cases, its net effects were not as strong as one might expect.

TABLE 38

TRAINING OCCUPATIONS SELECTED BY EDUCATION
VOUCHERED RESPONDENTS ONLY
(In percentages)

Training Occupation	Less than 12 yrs.	12 yrs.	More than 12 yrs.	All
Professional	-	1	19	4
Subprofessional/Technical	6	7	15	8
Managerial/Admin./Prop.	3	2	-	2
High Clerical	15	28	22	24
Low Clerical	29	24	7	22
Foremen and Craftsmen	-	7	7	5
Operatives	32	12	18	18
Service	15	20	11	17
Total	100	101	100	100
(n)	(34)	(92)	(27)	(153)

The most-educated voucher recipients were considerably more likely than those with less education to choose professional occupations (19% vs. 1% for those with 12 years of school, and none among the least educated) or subprofessional/technical occupations (15% vs. 7% for those with 12 years, and 6% for the least educated).

Although the least-educated voucher recipients were the group which most frequently chose blue-collar occupations, the differences were not as large as one might expect. Further, while all of the least-educated chose lower-level work as operatives, at least some of those with 12 years of school and some of the most educated (7% in each case) decided on higher level training for work as foremen and craftsmen.[8]

[8] On the face of it, it seems a bit surprising that a substantial proportion of those with 12 years of education chose service occupations (20%), and a fairly large proportion of those with more than 12 years of school chose blue-collar occupations (26%). With respect to the former, it should be noted that the service category includes a number of occupations in which completion of high school would be advantageous even if not required, e.g. health and medical assistants, teachers aides and

As a result of the tendencies of voucher recipients of like sex and similar levels of educational achievement to concentrate their occupational choices in similar areas, each of the sex-education groups displayed a more or less characteristic profile of occupational composition (Figure 2).

Overall, the occupational choices of voucher recipients resembled those of regular participants in institutional training quite closely. To be sure, there were slight to modest increases in the proportions who chose professional/technical/administrative and blue-collar occupations, decreases in the proportions who decided to get training for clerical and service work (Table 39). The magnitudes of these changes would not be sufficient, however, to warrant conclusions about whether or not the advent of vouchering was associated with an expanded range of perceived opportunities. However, somewhat more meaningful findings emerge when account is taken of sex and education.

Men with fewer than 12 years of education apparently were little affected by the advent of vouchering; they remained almost entirely committed to lower blue-collar work (Table 40). Among those with 12 or more years of school, however, the data suggest a general tendency toward upgrading of occupational choices; some movement of men with 12 years of school out of blue-collar occupations and into high clerical as well as professional, technical and administrative training is particularly noticeable. However, the numbers of men involved in these altered distributions is so small that too much weight should not be accorded this observation.

Among women, the advent of vouchering was accompanied by a noticeable decrease in the likelihood that the least educated would choose service occupations, as well as an increase in the choices of blue-collar occupations and entry into subprofessional/technical and managerial/administrative training. The vouchered women with 12 years of school were noticeably less likely than regulars to choose clerical occupations--although a majority still chose that field--and they were more likely to pick professional/technical/administrative training as

---

library aides, and so forth. In the latter case, any respondents who had some postsecondary vocational training would fall in the most-educated category; some of these probably opted to continue vocational training in blue-collar occupations for which they had had some previous training.

FIGURE 2

TRAINING OCCUPATIONS SELECTED BY, VOUCHERED RESPONDENTS BY, SEX AND EDUCATION

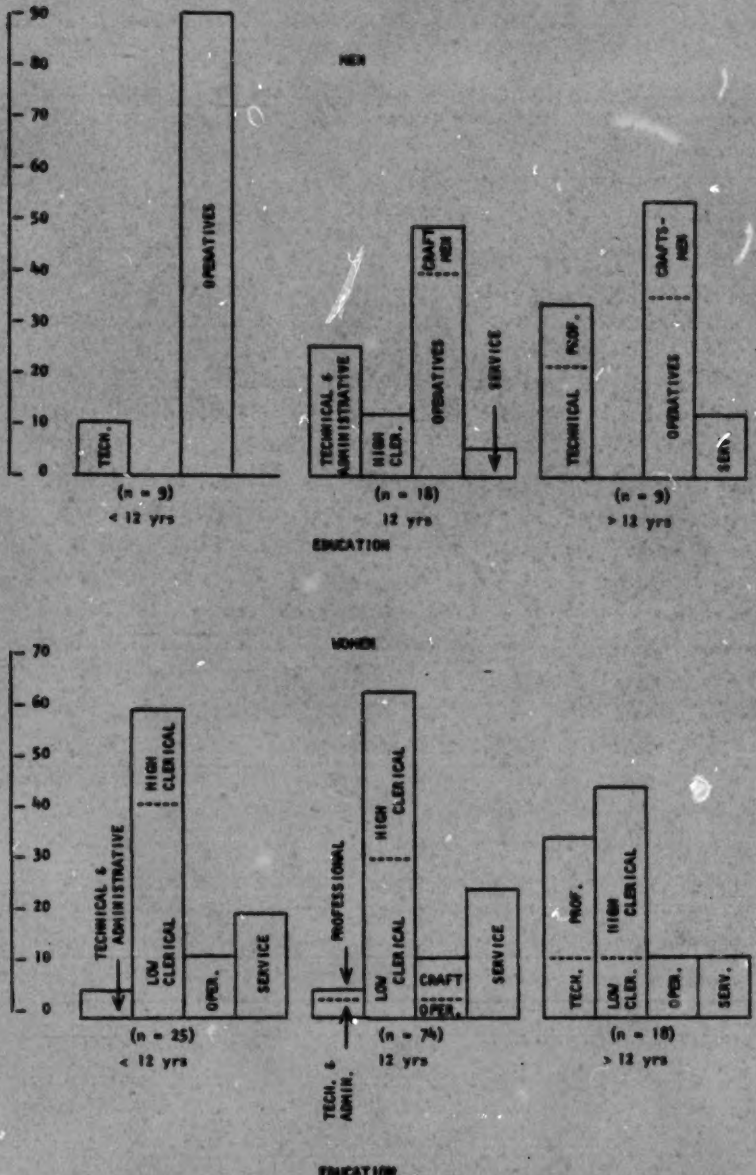


TABLE 39

TRAINING OCCUPATIONS SELECTED BY VOUCHERED AND REGULAR RESPONDENTS
(In percentages)

Training Occupations	Vouchered	Regular
Professional/Technical/Administrative	14	9
Clerical	47	55
Foremen, Craftsmen and Operatives	23	14
Service	17	22
Total	101	100
(n)	(154)	(163)

well as training for traditionally male blue-collar occupations. There was a marked shift among the most-educated women from subprofessional/technical into professional occupations with vouchering and, while there was an overall increase in choice of clerical occupations, such choices were predominantly in the higher clerical jobs among the voucher recipients, while they were predominatly in the lower clerical jobs among the best-educated regular women. Again, the most-educated women increased their interest in blue-collar occupations with vouchering--by a small margin--and there was a modest decrease in the proportion who chose service occupations.

Thus, while conventional sex and educational patterns continued to dominate the training occupational choices of institutional training participants when vouchering was in effect, there does appear to have been some increased opportunity for voucher recipients to transcend those criteria in making their choices, particularly among the women. Certainly, vouchered women did show an increased propensity to depart from traditional sex roles in their choices. For example, two women chose (and subsequently completed) a training course for heavy-truck drivers, despite initial resistance from a number of sources including the operator of the school, and several women enrolled in training as welders. Such departures from sex-stereotyped occupational roles remained a marginal phenomenon, however. On balance, we believe that the principal restraints against more widespread crossing of sexual and educational boundaries lay in the role definitions and resulting interests which the voucher recipients brought with them to WIN institutional training as well as their pragmatic

TABLE 40

TRAINING OCCUPATIONS SELECTED BY VOUCHERED AND REGULAR RESPONDENTS BY SEX AND EDUCATION
(in percentages)

Training Occupations	Men							
	Less than 12 Yrs.		12 Years		More than 12 Yrs.		ALL	
	Voucher	Regular	Voucher	Regular	Voucher	Regular	Voucher	Regular
Professional	-	-	-	-	11	-	3	-
Subprofessional/Technical. . . .	11	-	22	16	22	14	19	13
Managerial/Admin./Prop.	-	25	6	-	-	-	3	3
High Clerical.	-	-	17	-	-	29	8	7
Low Clerical	-	-	-	5	-	-	-	3
Foremen & Craftsmen.	-	-	11	26	22	14	11	20
Operatives	89	75	39	42	33	43	50	47
Service.	-	-	6	11	11	-	6	7
Total	100	100	101	100	99	100	100	100
(n)	(9)	(4)	(18)	(19)	(9)	(7)	(36)	(30)
	Women[a]							
Professional	-	-	1	-	22	5	4	1
Subprofessional/Technical. . . .	4	-	3	1	11	32	4	5
Managerial/Admin./Prop.	4	-	1	-	-	-	2	-
High Clerical.	20	21	31	39	33	11	29	30
Low Clerical	40	39	30	36	11	26	29	36
Foremen & Craftsmen.	-	-	5	-	-	5	3	1
Operatives	12	3	5	1	11	-	8	2
Service.	20	37	23	22	11	21	21	26
Total	100	100	99	99	99	100	100	101
(n)	(25)	(38)	(74)	(74)	(18)	(19)	(117)	(131)

[a]Excludes 1 vouchered case and 2 regular cases, no answer on EDUCATION.

appraisals of the labor market, rather than in programmatic constraints. We will return to this point again.[9]

In any event, changes which did occur with the advent of vouchering resulted in some changes in the background characteristics of those who undertook training in the various types of occupations. In the end, the voucher recipients in training for professional, technical and administrative occupations were somewhat less educated and somewhat younger than their regular counterparts (Table 41).[10] Those training for high-clerical jobs were quite similar to their regular counterparts with respect to sex and education, but tended to be somewhat younger, while those in training for low-clerical work were essentially similar to their regular counterparts. Vouchered blue-collar trainees were noticeably more likely than regulars to be women and were less educated. Finally, vouchered trainees for service occupations were better educated than their regular counterparts, but were not much different in other respects.

Factors in Occupational Decisions

In the preceding discussion of the occupational choices which voucher recipients and regulars made, we were concerned primarily with describing the occupational distributions of men and women of different levels of educational achievement. Our choice of sex and education as variables on which to break down the occupational choices rested partly on a prior assumption that these variables do contribute in important ways to the occupations which people choose; it also rested on the fact that sex and education are important criteria by which employers, program administrators and people in general classify themselves and

---

[9] We will show later (see pp. 196-202, infra) that the one-year length-of-training limit restricted training occupation decisions quite markedly and inhibited choices of occupations in the professional/technical/administrative field in a substantial number of cases. Nonetheless, we believe that the social factors we have enumerated above were more important than the programmatic constraints.

[10] In Table 41, the relative changes, shown in the fourth column under each occupational group, take account of the overall differences in demographic composition of the vouchered and regular groups. In singling out changes for comment, we have used 10 percentage points as an arbitrary minimum criterion for significance. Because of the large proportion of missing data on number of dependents for regulars, we have refrained from commenting on that characteristic; nonetheless, we provide the data for interested readers.

TABLE 61

CHANGES IN DEMOGRAPHIC COMPOSITION OF OCCUPATIONAL GROUPS AMONG VOUCHERED AND REGULAR RESPONDENTS
(In percentages and percentage points of difference)

	Professional, Technical & Administrative				High Clerical				Low Clerical				Foremen, Craftsmen & Operatives				Service				ALL		
	Percent V	Percent R	△	Rel. Chg.	Percent V	Percent R	△	Rel. Chg.	Percent V	Percent R	△	Rel. Chg.	Percent V	Percent R	△	Rel. Chg.	Percent V	Percent R	△	Rel. Chg.	Percent V	Percent R	△
Sex:																							
Women	57	64	-13	- 8	92	95	- 3	+ 2	100	93	+ 2	+ 7	37	13	+64	+19	92	94	- 2	+ 3	77	82	- 5
Education:																							
Less than 12 years	14	7	+ 7	+11	13	19	- 6	- 2	29	31	- 2	+ 2	11	17	+14	+18	19	30	-30	+10	22	26	- 4
12 years	43	39	+14	+11	68	69	- 1	- 4	65	58	+ 7	+ 3	49	61	-12	-15	69	58	+19	+16	60	57	+ 3
More than 12 years	43	57	-14	-16	16	10	+ 6	+ 4	6	10	- 4	- 6	38	22	+ 2	- 4	12	11	+ 1	- 1	18	16	+ 2
No answer	-	7	- 7	- 7	3	2	+ 1	+ 1	-	-	-	-	-	-	-	-	-	-	-	-	1	1	-
Age:																							
18-29 years	57	43	+14	+18	76	60	+16	+13	56	58	- 2	- 6	57	57	-	- 4	66	67	- 2	- 6	73	69	+ 4
30 years and over	43	50	- 7	- 4	24	38	-14	-11	44	41	+ 3	+ 5	43	43	-	+ 3	35	33	+ 2	+ 5	27	30	- 3
No answer	-	7	- 7	- 6	-	2	- 2	- 1	-	-	-	+ 1	-	-	-	+ 1	-	-	-	+ 1	-	1	- 1
Number of Dependents:																							
None	5	7	- 2	- 3	3	2	+ 1	-	3	2	+ 1	-	6	4	+ 2	+ 1	-	-	-	- 1	3	2	+ 1
1	54	51	+ 3	- 5	32	14	+18	+10	41	25	+16	+ 8	30	32	- 2	-10	27	35	+ 5	- 3	39	31	+ 8
2 or 3	43	29	+14	- 7	58	26	+32	+11	44	40	+ 4	-17	63	30	+33	+12	60	40	+20	- 1	55	34	+21
4 or more	29	7	+22	+19	8	5	+ 3	-	12	8	+ 4	- 1	11	26	-15	-16	13	8	+ 5	+ 1	15	10	+ 5
No answer	-	36	-36	- 3	-	53	-53	- 9	-	25	-25	+ 8	-	17	-17	+16	-	58	-58	- 5	-	33	-33

a △ = Percentage points of change (V - R).

bRel. Chg. = Relative Change = Algebric sum of $\triangle_{(occupation)}$ and $\triangle_{all}$.

others, and by which they impute to themselves and others behavior deemed proper and appropriate. We should not, however, make inferences about how and why people made occupational decisions on the basis of an examination of only two independent variables. Consequently, we now shift our focus to a broader range of variables. To a large extent, but not entirely, we will rely on multiple regression analyses in the discussion to identify the relative importance of variables we included in our regression equations as well as some of the relationships among them.[11]

Occupational Predispositions and Demographic Factors

It will be recalled that most voucher recipients as well as most regulars had some occupation in mind when they first started to talk with WIN about training. As it turned out, there was a high degree of consistency between the occupations which were chosen for training and those which people had in mind at the start. By and large, substantial majorities of the voucher recipients who had an occupation in mind at the start ended up by actually choosing the same or a closely related occupation (Table 42). In general, this was true regardless of the types or levels of occupations which the voucher recipients had in mind, although inconsistencies tended to be somewhat more frequent when the occupation in mind was in the subprofessional/technical or the managerial/administrative/proprietary fields, particularly among vouchered women.

---

[11]The complete results of regression equations predicting to training occupations can be found in Appendix Table A5. Unless otherwise specified, the estimates shown are from regression equations which include Team and FTC Booklet. As can be seen below, the variables we included in these regression equations explained substantial proportions of the variance in training occupations chosen:

PROPORTION OF VARIANCE (R^2) IN TRAINING OCCUPATIONS CHOSEN EXPLAINED BY FACTORS IN REGRESSION EQUATIONS

	Voucher		Regular
	With Team Incl.	Without Team	Without Team
Professional/Technical/Administrative	.57	.55	.40
Clerical	.73	.65	.67
Foremen/Craftsmen/Operatives	.75	.71	.78
Service	.72	.71	.60

TABLE 42

TRAINING OCCUPATIONS CHOSEN BY VOUCHERED AND REGULAR RESPONDENTS BY OCCUPATION IN MIND AT THE START
(in percentages)

Training Occupations Selected	Occupation in Mind When First Talked to WIN										
	Prof.	Tech.	M/A/P	High Cler.	Low Cler.	Crafts.	Oper.	Serv.	DK/NA	None	All
VOUCHERED											
Professional	86	-	-	-	-	-	-	-	-	-	4
Subprofessional & Technical	-	62	-	-	-	14	-	-	-	13	8
Managerial/Admin./Prop.	-	-	40	-	-	14	-	-	-	-	2
High Clerical	-	23	40	89	9	-	-	4	25	22	25
Low Clerical	14	-	-	11	86	-	-	8	-	39	22
Foremen & Craftsmen	-	-	-	-	-	71	5	-	-	9	5
Operatives	-	8	20	-	-	-	95	-	50	9	18
Service	-	8	-	-	5	-	-	88	25	9	17
Total	100	101	100	100	100	99	100	100	100	101	101
(n)	(7)	(13)	(5)	(27)	(22)	(7)	(22)	(24)	(4)	(23)	(154)
REGULAR											
Professional	25	-	-	-	-	-	-	-	-	-	1
Subprofessional & Technical	-	44	-	-	-	-	-	3	-	8	7
Managerial/Admin./Prop.	-	-	-	-	-	-	7	-	-	-	1
High Clerical	25	22	-	68	18	-	7	9	-	26	26
Low Clerical	25	17	-	29	73	20	-	12	-	39	29
Foremen & Craftsmen	-	6	-	-	-	80	-	-	-	5	4
Operatives	-	-	-	-	-	-	86	-	-	11	10
Service	25	11	-	4	9	-	-	76	100	11	22
Total	100	100	-	101	100	100	100	100	100	100	100
(n)	(4)	(18)	(-)	(28)	(22)	(5)	(14)	(33)	(1)	(38)	(163)

But consistency was the dominant pattern both among men and women, although somewhat higher for men than for women (Table 43). The same thing was true among each of the educational groups, although somewhat more so for the least- and most-educated voucher recipients than for those with just 12 years of education (Table 44).

This consistency of occupational choices clearly was more characteristic of voucher recipients than of regulars, suggesting that the increased autonomy which was accorded to voucher recipients in making their decisions about training occupations was most often manifested by making choices on the basis of prior considerations rather than on the basis of exposure to additional information resources, self-assessment or other aspects of the vouchered WIN program.

In view of the high degree of consistency between the occupations which vouchered recipients had in mind and the occupational choices they made, it is not surprising that regression estimates of the net influences of occupational predispositions on training occupations chosen were relatively high. Voucher recipients who had blue-collar occupations in mind when they came to WIN were much more likely than the mean (by 71 percentage points) to choose such an occupation; somewhat lesser, but nonetheless strong, associations exist for each of the other three occupational groups (Table 45). In fact, these net effects of occupational predispositions are much stronger and more direct than those of any of the demographic variables. Being a man increased the probability of choosing a professional/technical/administrative occupation and decreased the probability of choosing a clerical occupation noticeably (by +10 and -14 percentage points, respectively); having more than 12 years of school increased the probability of choosing a professional/technical/administrative occupation (by 10 percentage points); having 4 or more dependents increased the probability of choosing a professional/technical/administrative occupation and decreased the likelihood of choosing a blue-collar occupation (by +18 and -16 percentage points, respectively). None of the other demographic effects, however, is very noticeable and even these scattered influences are clearly not as strong as those of the occupational predispositions.

But, at the same time, sex/program status and education were quite strongly related to what occupations the voucher recipients had in mind.

TABLE A5

TRAINING OCCUPATIONS CHOSEN BY WOMENRAD AND REGULAR RESPONDENTS BY OCCUPATIONS IN NLSW AT THE START AND SIX (In Percentages)

WOMENRAD

Training Occupation Selected	Occupation in Mid-Week First Talked to NLS																					
	Male											Female										
	Prof.	Tech.	M/A/P	High Cler.	Low Cler.	Crafts.	Oper.	Serv.	BK/Wk	None	All	Prof.	Tech.	M/A/P	High Cler.	Low Cler.	Crafts.	Oper.	Serv.	BK/Wk	None	All
Professional. . .	100	–	–	–	–	–	–	–	–	–	3	80	–	–	–	–	–	–	–	–	–	4
Subprofessional & Technical . .	–	100	–	–	–	20	–	–	–	50	19	–	44	–	–	–	–	–	–	–	5	4
Managerial/ Admin./Prop. .	–	–	–	–	–	10	–	–	–	–	3	–	–	50	–	–	–	–	–	–	–	2
High Clerical . .	–	–	100	100	–	–	–	–	–	–	8	–	33	25	80	9	–	–	5	33	25	20
Low Clerical. . .	–	–	–	–	–	–	–	–	–	–	–	17	–	–	11	86	–	–	9	–	67	59
Persons & Craftsmen . . .	–	–	–	–	–	60	5	–	–	–	11	–	–	–	–	–	100	–	–	–	11	3
Operatives. . . .	–	–	–	–	–	–	90	–	100	50	50	–	11	25	–	–	–	100	–	33	–	8
Service	–	–	–	–	–	–	–	100	–	–	6	–	11	–	–	5	–	–	86	33	11	10
Total (n)	100 (1)	100 (4)	100 (1)	100 (2)	– (–)	100 (5)	100 (16)	100 (2)	100 (1)	100 (6)	100 (36)	100 (5)	100 (9)	100 (4)	100 (20)	100 (22)	100 (1)	100 (6)	100 (20)	100 (3)	100 (19)	100 (110)

REGULAR

Professional. . .	–	–	–	–	–	–	–	–	–	–	–	25	–	–	–	–	–	–	–	–	–	1
Subprofessional & Technical . .	–	50	–	–	–	–	–	–	–	22	13	–	43	–	–	–	–	–	3	–	3	6
Managerial/ Admin./Prop. .	–	–	–	–	–	–	9	–	–	–	3	–	–	–	–	–	–	–	–	–	–	–
High Clerical . .	100	–	–	–	–	–	–	–	–	11	7	–	29	–	60	19	–	33	9	–	31	30
Low Clerical. . .	–	–	–	–	100	–	–	–	–	–	3	33	21	–	20	71	99	–	18	–	52	35
Persons & Craftsmen . . .	–	25	–	–	–	100	–	–	–	22	30	–	–	–	–	–	99	–	–	–	–	1
Operatives. . . .	–	–	–	–	–	–	91	–	–	56	47	–	–	–	–	–	–	67	–	–	–	3
Service	–	25	–	–	–	–	–	100	–	–	7	33	7	–	0	10	–	–	75	100	14	16
Total (n)	100 (1)	100 (4)	– (–)	– (–)	100 (1)	100 (3)	100 (11)	100 (1)	– (–)	99 (5)	100 (34)	99 (3)	100 (14)	– (–)	101 (10)	100 (31)	100 (3)	100 (3)	99 (31)	100 (1)	100 (33)	101 (133)

	% Those Responding	
	Above	Below
[illegible]	100	86
[illegible]	0	12
[illegible]	0	14
[illegible]	14	19

TABLE 44

TRAINING OCCUPATIONS CHOSEN BY VOUCHERED AND REGULAR RESPONDENTS BY OCCUPATIONS IN MIND AT THE START AND EDUCATION
(In percentages)

VOUCHERED

Training Occupation Selected	Occupation in Mind When First Talked With VIR																															
	Less Than 12 Years												12 Years												More Than 12 Years							
	Prof.	Tech.	P/A/P	High Cler.	Low Cler.	Crafts.	Oper.	Serv.	BK/HA	Home	All	Prof.	Tech.	P/A/P	High Cler.	Low Cler.	Crafts.	Oper.	Serv.	BK/HA	Home	All	Prof.	Tech.	P/A/P	High Cler.	Low Cler.	Crafts.	Oper.	Serv.	BK/HA	Home	All
Professional. . .	-	-	-	-	-	-	-	-	-	-	-	100	-	-	-	-	-	-	-	-	-	1	100	-	-	-	-	-	-	-	-	19
Subprofessional & Technical . .	-	100	-	-	-	100	-	-	-	-	6	-	38	-	-	-	-	-	-	-	20	7	-	100	-	-	-	-	-	-	-	15
Managerial/ Admin./Prop. .	-	-	100	-	-	-	-	-	-	-	3	-	-	33	-	-	25	-	-	-	-	2	-	-	-	-	-	-	-	-	-	-
High Clerical . .	-	-	-	100	11	-	-	-	-	50	15	-	38	33	86	8	-	-	6	33	7	28	-	-	-	100	-	-	-	-	50	22
Low Clerical. . .	100	-	-	-	78	-	-	30	-	25	29	-	-	-	14	92	-	-	6	-	47	24	-	-	-	-	100	-	-	-	33	7
Foremen & Craftsmen . . .	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	75	11	-	-	13	7	-	-	-	-	-	100	-	-	-	7
Operatives. . . .	-	-	-	-	-	-	100	-	100	25	32	-	12	33	-	-	-	89	-	33	-	13	-	-	-	-	-	-	100	-	-	25	19
Service	-	-	-	-	11	-	-	80	-	-	13	-	12	-	-	-	-	-	88	33	13	39	-	-	-	-	-	-	-	100	-	-	11
Total (n)	100 (1)	100 (1)	100 (1)	100 (2)	100 (9)	100 (1)	100 (5)	100 (5)	100 (1)	100 (4)	100 (34)	100 (1)	100 (8)	99 (3)	100 (21)	100 (13)	100 (4)	100 (9)	100 (16)	99 (3)	100 (15)	101 (92)	100 (3)	100 (4)	- (-)	100 (4)	100 (1)	100 (2)	100 (4)	100 (3)	- (-)	- (4)	100 (27)

REGULAR

Professional. . .	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	33	-	-	-	-	-	-	-	-	4
Subprofessional & Technical . .	-	-	-	-	-	-	-	-	-	-	-	-	22	-	-	-	-	-	-	-	8	4	-	100	-	-	-	-	-	-	17	37
Managerial/ Admin./Prop. .	-	-	-	-	-	-	20	-	-	-	3	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
High Clerical . .	-	67	-	33	17	-	80	13	-	14	19	-	22	-	76	21	-	-	8	-	28	31	33	-	-	33	-	-	-	-	33	15
Low Clerical. . .	100	33	-	67	67	-	-	18	-	57	36	-	22	-	24	71	33	-	8	-	36	30	-	-	-	33	100	-	-	-	33	19
Foremen & Craftsmen . . .	-	-	-	-	-	-	-	-	-	-	-	-	11	-	-	-	67	-	-	-	8	5	-	-	-	-	-	100	-	-	-	8
Operatives. . . .	-	-	-	-	-	-	60	-	-	14	10	-	-	-	-	-	-	100	-	-	8	10	-	-	-	-	-	-	100	-	-	17	12
Service	-	-	-	-	17	-	-	71	-	14	33	-	22	-	-	7	-	-	85	100	12	19	33	-	-	33	-	-	-	100	-	-	15
Total (n)	- (1)	- (1)	- (-)	- (1)	- (6)	- (-)	- (1)	100 (17)	- (-)	99 (7)	100 (43)	- (-)	99 (9)	- (-)	100 (21)	99 (14)	100 (3)	100 (7)	101 (13)	100 (1)	100 (25)	99 (59)	99 (3)	100 (6)	- (-)	99 (3)	100 (2)	100 (2)	100 (1)	100 (2)	- (-)	100 (6)	100 (26)

Excludes 1 voucher and 3 regular cases, BK/HA on EDUCATION.

127

		Of Those Responding	
		Above	Below
V	12	100	75
V	13	7	14
V	12	-	-
R	12	80	33
R	13	7	19
R	12	-	50

TABLE 45

REGRESSION ESTIMATES OF INFLUENCES OF DEMOGRAPHIC FACTORS AND OCCUPATION IN MIND AT THE START ON TRAINING OCCUPATIONS, VOUCHERED RESPONDENTS ONLY[a]
(In percentage points of deviation from the grand mean)

	(n)	Training Occupations			
		Professional/ Technical/ Administrative	Clerical	Foreman/ Craftsman/ Operatives	Service
Grand Mean	-	14	47	23	17
Demographics					
Sex/Program Status:					
Men	(36)	10	-14		-00
Women, mandatory	(37)	-03	04	00	-02
Women, voluntary	(80)	-03	04	-02	01
Education:					
Less than 12 years	(34)	00	-01	03	-03
12 years	(97)	-03	01	01	01
More than 12 years	(23)	10	-02	-06	-01
Age:					
18-29 years	(97)	00	-02	00	02
30 years or more	(57)	-01	03	-00	-03
Number of Dependents:					
None or 1	(50)	-02	05	01	-04
2 or 3	(84)	-03	-01	03	01
4 or more	(20)	18	-08	-16	06
Occupation in Mind at Start					
Professional, technical, administrative	(25)	46	-20	-14	-13
Clerical	(53)	-08	38	-17	-14
Foreman, craftsman, operatives	(29)	-*	-34	71	-16
Service	(24)	14	-28	-28	68
No occupation in mind	(23)	04	07	-07	-05

[a]Regression equation included TEAM in addition to other independent variables shown with complete data in Appendix Table A-5.

For example, being a man very clearly decreased the probability of considering a clerical occupation, or, to a lesser extent, a service occupation, and increased the likelihood of having in mind a blue-collar occupation. As another example, having completed more than 12 years of school noticeably increased the likelihood of heading for a professional/technical/administrative occupation (Table 46).

TABLE 46

REGRESSION ESTIMATES OF INFLUENCES OF DEMOGRAPHIC FACTORS ON OCCUPATION IN MIND AT START VOUCHERED RESPONDENTS ONLY[a] (In percentage points of deviation from the grand mean)

		Occupation in Mind at the Start				
	(n)	Prof./ Tech./ Admin.	Clerical	Foremen/ Craftsmen/ Operatives	Service	None
Grand Mean	-	16	34	19	16	15
Sex/Program Status:						
Men	(36)	01	-28	42	-11	-04
Women, mandatory	(37)	10	09	-22	07	-04
Women, voluntary	(80)	-05	08	-09	02	03
Education:						
Less than 12 years	(34)	-09	03	11	-03	-02
12 years	(97)	-02	02	-03	02	01
More than 12 years	(23)	19	-11	-02	-05	-01
Age:						
18-29 years	(97)	01	04	-07	-02	-01
30 years or more	(57)	-03	-07	12	04	01
No. of Dependents:						
None or 1	(50)	02	-07	08	-03	01
2 or 3	(84)	-02	05	-03	01	-02
4 or more	(20)	03	-02	-08	02	04

[a]Regression estimates include TEAM in addition to other independent variables shown with complete data in Appendix Table A1.

Indeed, with the possible exception of the team to which assigned, sex/program status and education had greater effects on the occupation in mind than any other variable considered. Except for some apparent positive influence of age on selection of a blue-collar occupation, age and number of dependents do not seem to have made much difference.

Earlier in this chapter, in discussing the range of occupations considered by voucher recipients, we suggested that sex and education contributed importantly to the types of occupations on which voucher recipients concentrated their attention in considering alternatives, but that it was less clear that sex and education were important constraints on the narrowing down of considerations to final choices.[12] The regression estimates we have just described add weight to and clarify the earlier suggestion. We can now propose that while occupation in mind at the start had the strongest influence on occupational choice of any variable considered--much stronger than sex/program status or education--sex/program status and education not only contributed substantially to the determination of occupation in mind, but contributed indirectly through each other to occupational choice, and each contributed indirectly through occupations in mind to occupational choice (Figure 3).

A path analysis conducted to separate the direct and indirect effects of sex/program status and education on occupational choice confirmed that the indirect effects on training occupation of those two background characteristics not only were quite often substantial, but were noticeably greater in magnitude than the direct effects in most cases (Table 47).[13] That is to say, the sex/program status and education acting largely through their effects on the formation of occupational predispositions, influenced occupational choices much more profoundly than was apparent from the net regression coefficients alone.

---

[12] See pp. 86-88, supra.

[13] Using a coefficient of .10 or more as an arbitrary criterion of TIE substantiality, sex/program status or education had substantial indirect effects which reinforced their direct effects on occupational choice (i.e., the values were of the same sign) in 11 of the models additionally, TIE values were substantial in 2 models, but operated in the opposite direction from the direct effects. In 18 of the 24 models, indirect effects were of noticeably greater magnitude than the direct effects.

A short explanation of the path analysis as well as tables of the path regression coefficients for all models are provided in Appendix B.

FIGURE 3

GENERAL MODEL OF THE INFLUENCE OF SEX/PROGRAM STATUS, EDUCATION, AND OCCUPATION IN MIND AT THE START ON CHOICE OF TRAINING OCCUPATION

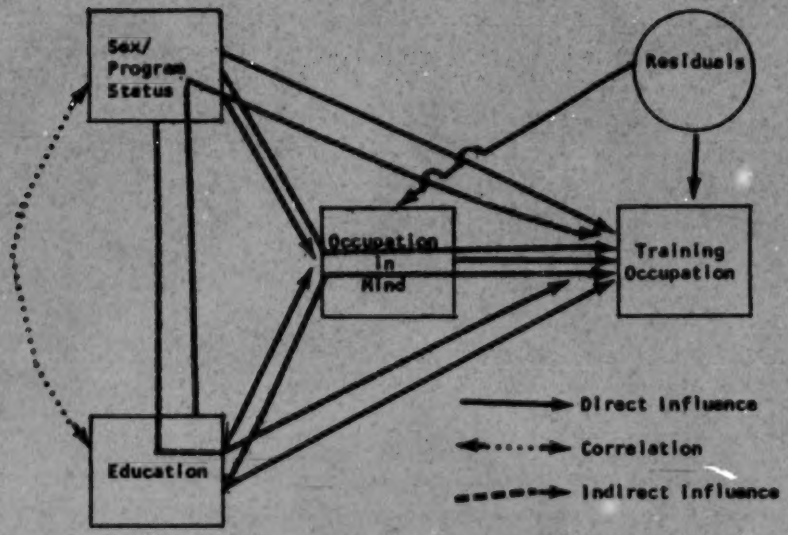


TABLE 47

DIRECT AND TOTAL INDIRECT EFFECTS (TIE)[a] OF SEX/PROGRAM STATUS AND EDUCATION ON CHOICE OF TRAINING OCCUPATION

Demographics (Sex/Program Status) (Education)	Training Occupation							
	Professional, Technical & Administrative		Clerical		Foremen, Craftsmen & Operatives		Service	
	TIE	(Direct)	TIE	(Direct)	TIE	(Direct)	TIE	(Direct)
Men	08	(10)	-28	(-14)	46	(04)	-17	(-00)
Women, mandatory	07	(-03)	02	(04)	-16	(00)	09	(-02)
Women, voluntary	-16	(-03)	27	(04)	-27	(-02)	07	(01)
Less than 12 years	-07	(00)	-02	(-01)	09	(03)	00	(-03)
12 years	-11	(-03)	14	(01)	-14	(01)	07	(01)
More than 12 years	16	(10)	-14	(-02)	10	(-06)	-06	(-01)

[a]TIE includes the indirect effects of:

- sex/program status through occupation in mind on training occupation;
- education through occupation in mind on training occupation;
- sex/program status through education on training occupation;
- education through sex/program status on training occupation.

We should also note, however, that the legal status in the WIN program of vouchered women made quite a difference; the total indirect effects of sex/program status on occupational choice were considerably larger for those women who had volunteered to register than for those who were required to register. These volunteers formed most of the backlog in demand for training which had accumulated prior to vouchering and these effects of legal status may reflect more frequent crystallization of specific occupational aspirations among these volunteers; i.e., they didn't have to enter WIN and get training, but they wanted to *if* they could get training for an already chosen occupation. The corollary to this is that they could refuse to participate further in the WIN program without adverse consequences if they did not get the training in the occupation they wanted. We should note, however, that the volunteers were somewhat more likely than the mandatory women to have felt constrained by staff influences in making their decisions about training occupations.[14]

The picture that emerges is one in which sex and level of educational achievement exerted strong influences on the occupational choices which a large majority of voucher recipients had already made when they started talking to WIN about vocational training. These occupational predispositions, in turn, had substantial effects on the choice of training occupations; persistence of occupational predispositions was a predominant phenomenon and both sex-and education-linked considerations contributed importantly to that persistence. But legal status in the WIN program apparently made some difference among the women, since the persisting effects of sex/program status on the final training occupation choices were noticeably stronger among the volunteers than among the mandatory registrants.

In any event, the findings suggest that voucher recipients were influenced significantly in their choice of training occupations by norms which contribute to occupational choices in the larger society. Notwithstanding the additional autonomy afforded and the opportunities offered of getting free training for almost any occupation, the majority

---

[14] Voluntary women were 12 percentage points less likely than mandatory women to feel that they had made their own decisions about training occupation (Table 21a, p. 56, *supra*.)

of choices made in a vouchered program are not likely to differ widely from those made by people in other circumstances.[15]

Information Processes

As we pointed out in the introduction, provision of occupational information to voucher recipients who wanted it was a major task assigned to the WIN staff.[16] But, if the provision of information was seen as an important part of the staff's role, there were important questions about the use of information which would have to be answered by the vouchering trial:

- To what extent would voucher recipients rely on WIN-provided information in making their decisions?
- In a situation in which voucher recipients would be making occupational decisions in a manner more analogous to that in which the majority of nonpoor labor market participants make their decisions, would the voucher recipients turn to their own informal information networks instead?
- Would those voucher recipients who used WIN-provided information find it adequate?

As it turned out, the voucher recipients frequently did use the WIN staff as a source of occupational information, nearly more than any other source and more frequently than most. But the voucher recipients used the WIN staff less than did the regulars (60% vs. 82%) and they turned more often to their own past experience, friends or relatives, and people employed in the occupation in which they were interested (the last was their most frequently mentioned source of information--Table 48).

---

[15] We must emphasize that sex/program status and education were not the only variables associated with the occupations which voucher recipients had in mind, nor were the two demographic variables along with occupation in mind the only variables associated noticeably with occupational choice. But the strength of the regression coefficients suggests that they were among the most important influences on choice of training occupation. Further evidence from the examination of data on occupations considered, evidence on the persistence of occupational predispositions in occupational decisions, and the plausibility of assumptions about directionality of relationships between these variables justified carrying out the path analysis for decomposition of the direct and indirect effects of these variables.

[16] See p. 7, *supra*.

TABLE 48

PROPORTIONS OF VOUCHER RECIPIENTS WHO MENTIONED VARIOUS SOURCES OF OCCUPATIONAL INFORMATION[a]
(In percentages)

	Vouchered	Regular
People doing that kind of work	68	58
(n)	(154)	(163)
Talks with WIN staff	66	82
(n)	(154)	(163)
Friends and relatives	50	36
(n)	(111)	(111)
Employers who hire occupation	47	44
(n)	(154)	(163)
Previous education and work experience	44	35
(n)	(154)	(163)
Newspapers and magazines	40	46
(n)	(154)	(111)
Books	30	27
(n)	(154)	(163)
Occupational booklets	19	23
(n)	(154)	(163)
Information from educational institutions	19	14
(n)	(154)	(163)
Other social service organizations	5	8
(n)	(111)	(111)
Radio and TV	4	9
(n)	(111)	(111)
Civic or community organizations	1	2
(n)	(111)	(111)
Occupational licensing agencies	1	-
(n)	(111)	(111)
Other information sources	3	11
(n)	(111)	(111)

[a]Multiple responses permitted.

emphasis to information obtained from educational institutions. By and large, these differences in evaluations did not seem to be related very systematically to education except that the most educated were not unlikely to rely on friends and relatives and more likely than their less-educated counterparts to rely on their own backgrounds (Table 50).

TABLE 50

BEST SOURCES OF OCCUPATIONAL INFORMATION AMONG VOUCHERED RESPONDENTS BY EDUCATION
(In percentages)

	Less than 12 yrs.	12 yrs.	More than 12 yrs.	All[a]
Friends and relatives	18	16	4	14
People associated with occupation	32	26	27	28
Previous education or work experience	12	15	31	17
WIN staff	12	7	4	7
Education and training institutions	24	35	27	31
Other organizations	-	-	-	-
Mass media	3	-	8	-
Other sources of information	-	1	-	1
Total	101	100	101	100
(n)	(34)	(88)	(26)	(148)
(NA)	(-)	(4)	(1)	(5)

[a]Excludes 1 case, no answer on education.

What was it that made these information sources the most important for voucher recipients? Overall, almost half (49%) said that they learned about day-to-day work in the occupation they were interested in and 44 percent mentioned that it was because they had learned about job prospects, job security and the chances of advancement (Table 51). But there were

The mere report that an information source was used does not, however, give any indication of the importance of that source to the recipient. And, it is clear that the WIN staff was not very often considered as an important source of information. The voucher recipients most often evaluated education and training institutions (which included vocational training vendors) as their best source of occupational information; people associated with occupations, including both workers and employers, were mentioned almost as frequently as the best sources of information, followed by previous education or work experience, and friends and relatives (Table 49).

TABLE 49

BEST SOURCES OF OCCUPATIONAL INFORMATION AMONG VOUCHERED RESPONDENTS BY SEX (In percentages)

	Men	Women	All
Friends and relatives	11	15	14
People associated with occupation	39	25	28
Previous education or work experience	25	14	17
WIN staff	6	8	7
Education and training institutions	17	35	31
Other organizations	-	-	-
Mass media	3	2	2
Other sources of information	-	1	1
Total	101	100	100
(n)	(36)	(113)	(149)
(NA)	(-)	(5)	(5)

While the men and women were equally unlikely to evaluate WIN as their best source of occupational information, they differed somewhat in the relative emphasis they gave to the sources they did consider important. Men tended to emphasize contact with the occupations themselves, either through past education and work experience or through workers and employers associated with the occupations; women gave relatively greater

TABLE 51

WHAT VOUCHERED RESPONDENTS LEARNED FROM INFORMATION SOURCES THAT MADE THEM THE MOST IMPORTANT[a]
(in percentages)

Things Learned	Best Information Sources							
	Friends & Rel.	People in Occup.	Previous Educ./Wk.	WIN Staff	Educ. & Trng. Instit.	Mass Media	Other	All
Acquired actual job skills	5	17	38	10	9	-	-	15
(n)	(20)	(41)	(24)	(10)	(45)	(3)	(1)	(147)
Learned about training for occupation.	20	5	-	50	51	-	-	23
(n)	(20)	(41)	(24)	(10)	(45)	(3)	(1)	(147)
Learned about acquisition, maintenance & mobility of job.	30	49	12	60	58	33	100	44
(n)	(20)	(41)	(24)	(10)	(45)	(3)	(1)	(147)
Learned about job content in occupation. . . .	60	61	58	30	31	67	100	49
(n)	(20)	(41)	(24)	(10)	(45)	(3)	(1)	(147)
Learned that likes field, can do well in it. .	15	15	33	10	4	-	-	14
(n)	(20)	(41)	(24)	(10)	(45)	(3)	(1)	(147)
Other.	-	-	-	-	2	-	-	1
(n)	(20)	(41)	(24)	(10)	(45)	(3)	(1)	(147)

[a]Multiple responses permitted.

some different reasons for evaluating the different sources highly. Job content information was the most frequently mentioned contribution of each of the best sources except WIN staff and educational/training institutions; people who cited these as best sources were considerably less likely than others to mention job content as the reason and tended more than others to stress the information about training which they received. Learning about job acquisition, job security and advancement opportunities also was relatively important for people who cited each of the best sources except for those who said that their best source of information was previous education and/or work experience; these people tended more than others to stress the actual job skills which they acquired as well as confidence in being able to make it in the occupation.

Thus, while the work content of occupations and the opportunities occupations offered were generally the information most often valued, reliance on the WIN staff, or on educational and training institutions tended to shift emphasis away from job content to interest in the training for an occupation. Reliance on previous education and/or work experience, on the other hand, tended to shift emphasis away from the prospects and opportunities offered by an occupation to the acquisition of actual work skills and proven ability. But, we must emphasize that we cannot establish whether interests in particular types of information tended to determine which were considered the best sources of information or sources in which the voucher recipients had the most confidence and on which they relied most provided different types of information.

It is noticeable that information sources were not very strongly associated with which types of occupations the voucher recipients chose. Voucher recipients who relied on friends and relatives, or on the WIN staff, other organizations or the media were a bit less likely than others to have chosen professional, technical and administrative occupations (Table 52). On the other hand, there was a slight positive relationship between evaluating the WIN staff, media and other organizations as best and selecting a clerical occupation, and voucher recipients who thought that friends and relatives were their best sources of information were somewhat more likely than those who relied on other sources of information to choose service occupations. But, in the end, information

TABLE 52

REGRESSION ESTIMATES OF BEST SOURCES OF OCCUPATIONAL INFORMATION ON VOUCHERED RESPONDENTS' CHOICES OF TRAINING OCCUPATIONS
(In percentage points of deviation from the grand mean)

Best Sources	(n)	Training Occupation			
		Professional Technical & Admin.	Clerical	Foremen, Craftsmen & Operatives	Service
Grand Mean	-	.14	.47	.23	.17
Friends and relatives	(21)	-06	-04	01	09
People in and employers of occupation	(47)	03	-03	-00	-00
Previous education and/ or work experience	(25)	01	03	-04	-01
Vendor visits and telephone conversations	(35)	03	-02	00	-01
Other: WIN staff, media, other organizations	(26)	-06	07	03	-05

sources do not seem to have made much difference in what occupations the voucher recipients chose. Their effects are clearly less than the others considered above.

As we noted, WIN staff was cited frequently as a source of occupational information that was used, but it was seldom cited as the best source of occupational information. This would seem to imply that voucher recipients did not think very highly of the WIN information system. Nonetheless substantial proportions of the voucher recipients gave the WIN information system relatively high marks in the two respects for which we have measures. Only about 1 out of 10 felt that the WIN staff sometimes withheld information they needed. Their evaluations of the quality of WIN information were also positive, though not quite as sanguine. Although a majority felt that the information the staff had was at least as good as that which they had themselves, about one-quarter of the voucher recipients felt that they sometimes had better information than the staff did (Table 53).

TABLE 53

VOUCHERED RESPONDENT EVALUATIONS OF WIN STAFF INFORMATION
(In percentages)

		At times the staff had information I needed, but wouldn't give it to me.
		Percent
Disagree	1	88
	2	3
	3	2
Agree	4	7
Total		100
(n)		(153)
(NA)		(1)

		Sometimes the information the staff had wasn't as good as what I already knew.
		Percent
Disagree	1	62
	2	14
	3	14
Agree	4	10
Total		100
(n)		(150)
(NA)		(4)

Further, the availability of information from WIN apparently was not at issue when voucher recipients decided whether or not WIN was a better source of information than other sources: voucher recipients who felt that WIN had withheld information cited WIN as the best source of information in roughly the same (in fact, in very slightly larger proportion) than those who felt that WIN had not withheld information (Table 54).

TABLE 54

PROPORTIONS OF VOUCHERED RESPONDENTS WHO CITED TALKS WITH WIN STAFF AS BEST SOURCE OF OCCUPATIONAL INFORMATION BY EVALUATIONS OF WIN STAFF INFORMATION
(In percentages)

	Staff withheld needed information at times.			Staff information sometimes wasn't as good as respondents'		
	Disagree	Agree	Both	Disagree	Agree	Both
Talks with WIN staff best source of information	6	8	7	8	-	6
(n)	(135)	(13)	(138)	(110)	(35)	(145)

By contrast, the voucher recipients' perceptions of the quality of WIN staff information apparently were associated with their identifications of the best sources of information. At the same time, there were a substantial number of voucher recipients who felt that the WIN staff information was at least as good as their own but who still cited some other source of information as best. We can only conclude that even where WIN information was considered good, the voucher recipients did not tend to accord the WIN staff much importance as a source of information.

But if the WIN staff was seldom cited as the best source of information by the voucher recipients, the availability of staff information did bear some relationship to which occupations they chose. Perceptions that the staff was withholding information tended to be associated with an increased probability of choosing a professional/technical/administrative occupation or, to a lesser extent, a service occupation (Table 55).

TABLE 55

REGRESSION ESTIMATES OF THE INFLUENCES OF AVAILABILITY AND QUALITY OF STAFF INFORMATION ON VOUCHERED RESPONDENTS' CHOICES OF TRAINING OCCUPATIONS
(In percentage points of deviation from the grand mean)

	Professional, Technical & Admin.	Clerical	Foremen, Craftsmen & Operatives	Service
Grand Mean	14	47	23	17
Availability:				
Staff gave needed information	-01	01	01	-01 -
Staff sometimes withheld information	-10	-06	-10	-05
Quality:				
Staff information was good	-00	02	-00	-01
Respondent sometimes had better information	03	-06	01	03

Conversely, the withholding of information by the staff tended to be associated with decreased chances of choosing clerical and blue-collar occupations.

Economic Considerations

It would be plausible to expect economic considerations to play a role in determining the occupation which people would choose. We have data on the voucher recipients' estimates of the starting weekly wages they would get in the training occupations they chose. These estimates can be viewed as reflecting the voucher recipients' expectations. If economic considerations were important in the choice of training occupation,

we would expect those occupations which the recipients felt paid well to be relatively popular.[16]

As it turned out, the voucher recipients distributed themselves quite differently than the economic-factor hypothesis would predict. As we have seen, clerical occupations were most frequently chosen by the voucher recipients (Table 56).

TABLE 56

VOUCHERED RESPONDENTS' ESTIMATES OF STARTING WEEKLY WAGES IN THE OCCUPATIONS THEY CHOSE
(In percentages)

Estimated Weekly Starting Wage	Training Occupations				
	Foremen Craftsmen & Operatives	Professional, Technical & Admin.	Service	Clerical	All
$100 and less	3	5	30	35	22
$101 - 200	57	89	70	65	67
$201 and more	40	5	-	-	11
Total	100	99	100	100	100
(n)	(35)	(19)	(20)	(65)	(139)
(NA)	(-)	(2)	(6)	(7)	(15)
Median ($)	181	142	126	122	141
Percent choosing occupation	25	14	14	47	100

Yet the median estimate of starting pay for this group of occupations was the lowest of any of the estimates ($122). Those who chose blue-

[16] Of course, it would be naive to assume that people would select occupations solely on the basis of the absolute values of expected wages. Some people place a higher value on income, or have greater income needs, than others. Realistically, income aspirations or needs must be placed somewhere in a person's hierarchy of values and needs in the occupational choice calculus. But if most of the voucher recipients had placed economic considerations relatively high in their hierarchies of values and needs, we would still expect higher paying occupations to be more attractive than other occupations.

collar occupations estimated the highest weekly starting wages (median = $181) and were in second place in the frequency with which they chose such occupations (25%). The two occupational groups in the middle range of occupations in terms of expected pay (professional/technical/administrative, median = $142 and service, median = $126) each attracted 14 percent of the voucher recipients.

Moreover, with other variables accounted for, the net effects of estimated starting pay on training occupation choices were not particularly large and the unadjusted pattern of relationships between estimates of starting pay and training occupation persisted (Table 57).

TABLE 57

REGRESSION ESTIMATES OF THE INFLUENCES OF STARTING WEEKLY WAGE ESTIMATES MADE BY VOUCHERED RESPONDENTS ON THE TRAINING OCCUPATIONS THEY CHOSE
(In percentage points of deviation from the grand mean)[a]

Estimated Weekly Starting Wages	(n)	Training Occupations: Professional, Technical & Admin.	Clerical	Foremen, Craftsmen & Operatives	Service
Grand Mean	-	14	47	23	17
$100 and less	(31)	-03	06	-08	07
$101 - 200	(93)	01	01	03	-02
$201 and more	(15)	01	-06	-01	-02

[a]Regression equation included TEAM in addition to other variables shown with complete data in Appendix Table A-5.

While this evidence certainly is not adequate to support a conclusion that economic considerations were irrelevant in the choices of training occupations which the voucher recipients made, it is clear that pay expectations did not contribute as much to these decisions as other variables, or as much as one might expect on the basis of hypotheses about the primacy of economic motivations in labor market behavior.

Staff Influence on Choice of Training Occupations

We asserted earlier that, over and above the few cases in which the WIN staff either made decisions for the voucher recipients or played some overt part in them, there was evidence of persistence into the vouchering situation of more subtle influences on the decisions. It is reasonable to assume that these influences would affect the occupational choices which voucher recipients made, and to ask to what extent and in what ways staff influence affected occupational decisions.

At the outset, it appears that where the staff made or participated substantially in occupational decisions, there was a bias in favor of particular types of occupations. With other variables accounted for, voucher recipients who did not make their own decisions were considerably more likely (by 24 percentage points) to be enrolled in training for clerical work than were those who made their own decisions, and noticeably less likely to be enrolled in training for professional/technical/administrative or service work (Table 58).[17]

TABLE 58

REGRESSION ESTIMATES OF NET EFFECT OF DECISION-MAKING AUTONOMY ON VOUCHERED RECIPIENTS' CHOICES OF TRAINING OCCUPATIONS (In percentage points of deviation from the grand mean)

Decision-making Autonomy	(n)	Training Occupations: Professional, Technical & Admin.	Clerical	Foremen, Craftsmen & Operatives	Service
Grand Mean	-	14	47	23	17
Who chose tng. occupation:					
Client	(118)	02	-06	00	03
Joint decision or staff	(36)	-06	18	-01	-11

[17] The WIN staff in Portland, and probably elsewhere, have traditionally favored clerical training for women seeking institutional training. But these data are net of sex, and the apparent bias in favor of clerical training persists. Whether this is due to the ready availability of clerical training in both public and private schools, to assumptions about labor market demand, or to some other reason, we cannot say. But there does appear to have been general pressure to place voucher recipients in clerical training.

Of course, it was through the WIN staff teams that staff influence was most likely to be exerted on voucher recipients, since it was the teams who had the most immediate and frequent contact with the recipients. And, at a gross level, the voucher recipients assigned to the various teams did in fact vary widely in the types of occupations in which they got training, so much so that the teams can be profiled in terms of the occupations of their clientele (Figure 4). But this gross comparison could result from selective assignments to teams on the basis of clients' occupational predispositions as well as from the direct staff influence we have just described. However, when occupational predispositions (along with other potential effects) are controlled, team quite often had a substantial effect on the training occupation (Table 59). For example, other things being equal, those assigned to teams H and I were considerably more likely than others to be enrolled in training for clerical occupations; those assigned to team B were considerably more likely than others to get training for blue-collar work. Clearly, some teams did tend to influence voucher recipients toward training for particular types of occupations.

In essence, what these regression estimates of team influence tell us is that the teams differed in the emphasis placed on certain types of occupations regardless of the background characteristics and occupational predispositions of their clients.

We can conclude that where the staff made or contributed substantially to decisions about the training occupations, the likelihood of the choice being for a clerical occupation was increased substantially. Over and above the effects of such direct intervention, there is evidence of the effects of team assignment, as such, on training occupations. In the end, however, while these staff influences were not negligible, they were considerably less significant and pervasive in their effects on training occupation than those of sex/program status, education and occupational predisposition.

Voucher Recipients and Regulars

The advent of vouchering apparently resulted in some changes in the relative importance of factors affecting who gets what kind of institutional training in WIN. Most notably, the net influence of occupational predispositions was considerably stronger for voucher

FIGURE 4

TRAINING OCCUPATION CHOICES BY WIN STAFF TEAM
(VOUCHER CLIENTS ONLY)

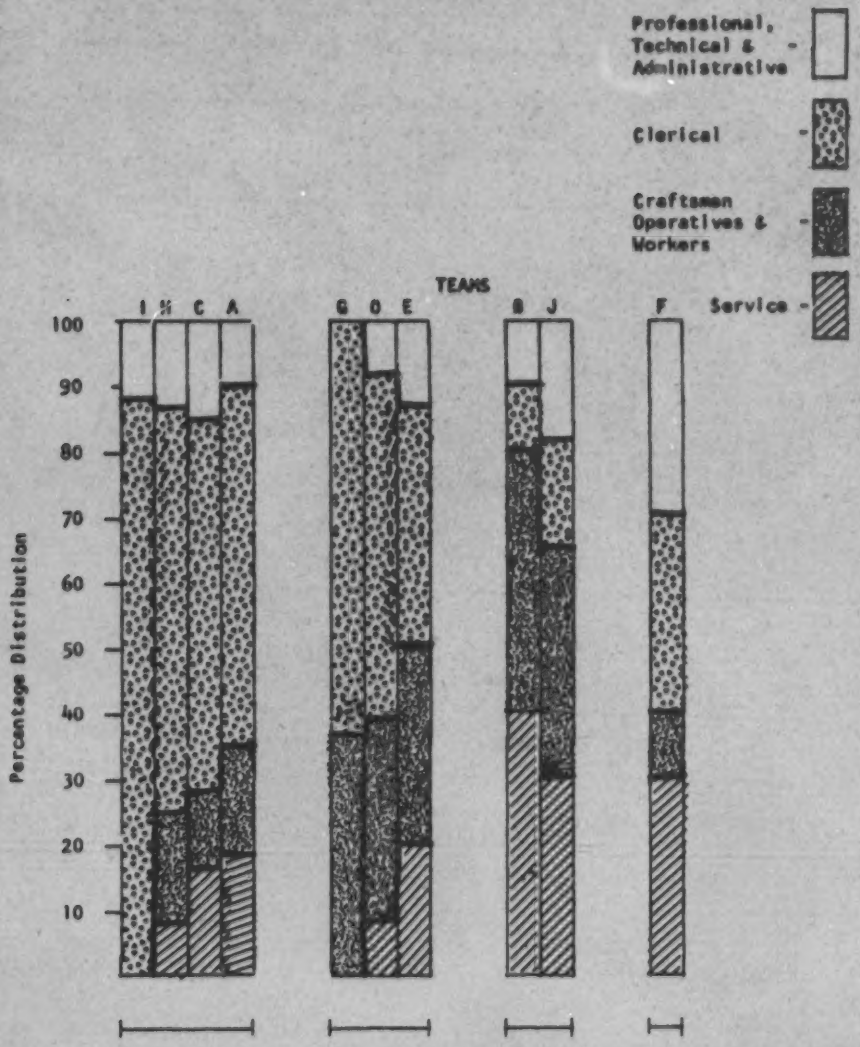


TABLE 59

REGRESSION ESTIMATES OF TEAM INFLUENCES ON TRAINING OCCUPATIONS CHOSEN BY VOUCHERED RECIPIENTS
(In percentage points of deviation from the grand mean)

Team	Training Occupations			
	Professional, Technical & Admin.	Clerical	Foreman, Craftsmen & Operatives	Service
Grand Mean	14	47	23	17
A	-11	11	-02	03
B	-05	-24	26	03
C	04	-01	-01	-01
D	04	08	-05	-06
E	02	-19	07	09
F	07	-18	08	-02
G	-03	07	-04	-01
H	-08	17	-07	-02
I	01	24	-17	-08
J	06	-16	05	06

recipients than it was for regular trainees (main diagonal, Table 60). Whether it resulted from stronger individual commitments to occupational goals or from increased freedom to implement such aspirations, the voucher recipients clearly were more likely than the regulars to put their occupational aspirations into action.

The demographic characteristics of voucher recipients were, in general, less strongly associated with training occupation than had been the case with regulars (Table 61). These differences were most noticeable with respect to sex: other things being equal, service occupations became almost equally the domain of women and men; the probabilities were no longer so high that men would and women would not choose blue-collar work; the sex distinctions that previously had borne on clerical occupations were reduced somewhat. And, in the case of choices of

TABLE 60

REGRESSION ESTIMATES OF THE NET INFLUENCES OF OCCUPATION IN MIND AT THE START ON THE TRAINING OCCUPATIONS CHOSEN BY VOUCHERED AND REGULAR RESPONDENTS
(In percentage points of deviation from the grand mean)[a]

Occupation in Mind	(n) Vouchered	(n) Regular	Training Occupations: Professional Technical Administrative		Clerical		Foremen Craftsmen Operatives		Service	
			Vouchered	Regular	Vouchered	Regular	Vouchered	Regular	Vouchered	Regular
Grand Mean	-	-	14	09	47	55	23	14	17	22
Professional, Technical, Administrative	(25)	(22)	45	34	-20	-08	-14	-08	-12	-08
Clerical	(53)	(51)	-09	-05	41	25	-19	-05	-15	-16
Foremen, Craftsmen, Operatives	(29)	(19)	-15	-09	-33	-03	69	41	-16	-[b]
Service	(34)	(33)	-13	-08	-35	-41	-23	-09	69	51
None	(23)	(38)	03	-01	05	08	-04	-01	-05	-05

[a]Regression equation excludes TEAM. For complete data see Appendix Table A-5.

[b]Sum of regression coefficient and grand mean drops below 0.

TABLE 61

REGRESSION ESTIMATES OF THE INFLUENCES OF DEMOGRAPHIC VARIABLES ON THE TRAINING OCCUPATIONS CHOSEN BY VOUCHERED AND REGULAR RESPONDENTS
(In percentage points of deviation from the grand mean)[a]

Demographic Variables	(n) Vouchered	(n) Regular	Training Occupations: Professional, Technical, Administrative		Clerical		Foreman, Craftsmen, Operatives		Service	
			Vouchered	Regular	Vouchered	Regular	Vouchered	Regular	Vouchered	Regular
Grand Mean	-	-	14	09	47	55	23	14	17	22
Sex:										
Male	(36)	(25)	09	09	-16	-4	06	38	01	11
Female - mandatory	(37)	(32)	-02	10	04	13	-01	-09	-01	-11
Female - voluntary	(80)	(70)	-03	-08	06	14	-02	-07	00	01
Education:										
Less than 12 years	(34)	(43)	-01	-04	00	-00	02	03	-03	00
12 years	(97)	(95)	-02	-02	01	03	00	00	01	-00
More than 12 years	(23)	(26)	09	14	-03	-10	-05	-07	-01	01
Age:										
18-29 years.	(97)	(98)	01	04	-00	-02	-01	-00	01	-01
30 years or more	(57)	(65)	-01	-06	01	02	02	01	-02	02
Number of Dependents:										
None or 1.	(50)	(38)	-03	03	05	-03	01	-00	-03	-00
2 or 3	(84)	(56)	-03	-03	-01	03	03	01	01	-00
4 or more.	(20)	(16)	19	04	-06	-04	-17	-02	04	01

[a]Regression equations excluded TEAM. For complete data see Appendix Table A-5.

251

professional/technical/administrative occupations, the edge that mandatory WIN registrants had previously had was virtually removed, leaving sex as a rather modest discriminator of the chances of choosing that class of occupations. With a few exceptions--the slightly increased probability that those 30 or over would choose professionally related occupations, and a rather marked increase in the effects of having 4 or more dependents on choices of professionally allied (positive) and blue-collar (negative) occupations--the influences of the remaining variables remained essentially the same within each group of trainees, or decreased very slightly among the voucher people.

Overall, sources of occupational information did not make much difference in the regular trainees' occupations, with two rather noticeable exceptions: reliance on friends and relatives increased considerably the probability of being in a clerical occupation and decreased somewhat the probability of being in a service occupation; conversely, reliance on vendor visits and telephone conversations rather markedly decreased the chances of being in a clerical occupation and increased the likelihood of training for a serviceoccupation (Table 62). The advent of vouchering, however, tended to eliminate those exceptions, thereby levelling out to a considerable extent the relatively small influence which sources of occupational information had on training occupation.

The effects of having--or not having--autonomy in making the training occupation decision differed somewhat after the advent of vouchering, particularly with respect to choices of clerical and service occupations (Table 63). But the changes involved were rather complex and we can see what happened a bit more clearly by adding the regression coefficients to the grand means for the respective occupational groups, to provide estimates of the distributions that would have occurred if all other variables were held constant (Table 64). Within both the vouchered and the regular groups, those who made their own decisions were less likely than others to choose clerical occupations and more likely to choose each of the other types of occupations. These differences are shown in rows A and B of Table 65. They show, as we have previously shown with similar data, that autonomy affected the likelihood of being enrolled in training for particular types of occupations; this was true in both the vouchered and the conventional programs. But the magnitude of these differences changed with the advent of vouchering. Referring to row

TABLE 62

REGRESSION ESTIMATES OF INFLUENCES OF BEST OCCUPATIONAL INFORMATION SOURCES ON TRAINING OCCUPATIONS CHOSEN BY VOUCHERED AND REGULAR RESPONDENTS (In Percentages Points of Deviation from The Grand Mean)[a]

Best Sources of Information	(n)		Professional Technical Administrative		Clerical		Foreman Craftsmen Operatives		Service	
	V	R	V	R	V	R	V	R	V	R
Grand Mean			14	09	47	55	23	14	17	22
Friends and Relatives	(21)	(26)	-08	-07	03	24	-02	-03	07	-12
People in and Employers of Occupation .	(47)	(45)	03	00	-02	-02	-01	-00	-00	-03
Previous Education and/or Work Experience	(25)	(29)	01	-00	05	-00	-05	-05	-01	-04
Vendor Visits and Telephone Conversations	(35)	(30)	03	-02	-03	-15	01	-01	-01	17
Other: (WIN Staff, Media, other Organizations	(26)	(33)	-03	08	-00	-02	06	-01	-03	-06

[a]Regression equation excludes TEAM. For complete data see Appendix Table A-5.

TABLE 63

REGRESSION ESTIMATES OF INFLUENCES OF PERCEIVED AUTONOMY ON TRAINING OCCUPATIONS CHOSEN BY VOUCHERED AND REGULAR RESPONDENTS
(In percentage points of deviation from the grand mean)*

Who Made Training Occupation Decision	(n) Vouchered	(n) Regular	Training Occupations: Professional, Technical, Administrative		Clerical		Foremen, Craftsmen, Operatives		Service	
			Vouchered	Regular	Vouchered	Regular	Vouchered	Regular	Vouchered	Regular
Grand Mean	-	-	14	09	47	55	23	14	17	22
Client	(118)	(90)	02	01	-06	-12	01	01	04	10
Joint or staff decision.	(36)	(73)	-06	-01	20	14	-03	-01	-11	-13

*Regression equation excludes TEAM. For complete data see Appendix A-5.

TABLE 64

ESTIMATED NET PROPORTIONS OF VOUCHERED AND REGULAR RESPONDENTS SELECTING TYPES OF TRAINING OCCUPATIONS, BY WHO MADE TRAINING OCCUPATION DECISION
(in percentages)[a]

Training Occupation	Vouchered		Regular	
	Client Made Decision	Joint or Staff Decision	Client Made Decision	Joint or Staff Decision
Professional, Technical & Administrative.	16	8	10	8
Clerical	41	67	43	69
Foremen, Craftsment & Operatives . .	24	20	15	13
Service.	21	6	[illegible]	9
Total	102	101	100	99
(n)	(118)	(36)	(90)	(73)

[a]Based on regression estimates, Appendix Table A-5, excluding TEAM.

C of Table 65, vouchering increased the magnitude of the effects of autonomy on choices of professional, technical and administrative occupations as well as on choices of blue-collar training, decreased the magnitude of the effects of autonomy on service choices, and made no change in the large negative effects that autonomy had on the probabilities of choosing clerical training.

TABLE 65

DIFFERENCES IN THE NET INFLUENCES OF LEVELS OF AUTONOMY ON TRAINING OCCUPATION CHOICES IN THE VOUCHERED AND REGULAR SITUATIONS
(in percentage points of difference)

	Training Occupations			
	Professional, Technical & Admin.	Clerical	Foremen Craftsmen & Operatives	Service
Differences due to autonomy (Client made decision vs. joint or staff decision)				
(A) Vouchered	+8	-26	+4	+15
(B) Regular	+2	-26	+2	+23
(C) V - R	+6	-	+ 2	- 8

Thus, having autonomy in making the choice of a training occupation altered the probabilities of choosing one or another of the types of occupations in both the vouchered and regular situations, tending to move choices sharply away from clerical work and somewhat toward each of the other types of occupations. But vouchering also modified slightly the extent to which having autonomy acted in these ways.

In the end, it was the much larger proportion of voucher recipients who were allowed autonomy, together with the modified effects of autonomy that explain the differences (net of other variables) in the proportions of each group of trainees who chose the various types of occupations. In the case of clerical choices, however, vouchering made no difference;

it was autonomy that steered people away from such choices in both the vouchered and regular situations.

Summary

Thus, the advent of vouchering altered the relative importance of factors which influenced the training occupations by increasing the influence of the clients' occupational predispositions and generally decreasing the influences of demographic factors, particularly sex and program status. It also decreased the importance of reliance on particular information sources. Further, vouchering altered slightly the magnitude of the rather strong effects which autonomy had always had on occupational choices--except in the case of clerical training where having freedom to make one's own choice remained the same strong deterrent to choosing such training as it had been before vouchering.

Satisfaction with Occupational Choices

Although most of the voucher recipients were satisfied with their occupational choices, some 22 percent of them said there was another occupation which would be better (Table 66).

TABLE 66

PROPORTIONS OF VOUCHERED AND REGULAR RESPONDENTS WHO FELT THAT THERE WAS SOME OCCUPATION OTHER THAN TRAINING OCCUPATION THAT WAS BETTER FOR THEM
(In percentages)

	Vouchered	Regular
All	22 (149)	25 (162)
Men	30 (33)	7 (29)
Women	21 (116)	29 (133)
Less than 12 years education	16 (32)	29 (42)
12 years education	21 (90)	27 (93)
More than 12 years education	33 (27)	17 (24)

Such feelings were slightly more prevalent among the vouchered men than among the women and tended to increase with education. Among the regular trainees, the men were considerably less likely than the regular women to feel that there was something better for them, and it was among the least-educated regulars that such feelings were most prevalent.

Over half of the less-satisfied voucher recipients would have wanted occupations in professional/technical/administrative fields rather than the field in which they actually were trained (Table 67).

TABLE 67

OCCUPATIONS WHICH VOUCHERED AND REGULAR RESPONDENTS PREFERRED[a]
(in percentages)

	Vouchered		Regular	
Subtotal: Professional, technical Administrative	53		39	
Professional		26		11
Subprofessional and technical		26		28
Managerial and administrative		-		-
Subtotal: Clerical	6		17	
High clerical		6		6
Low clerical		-		11
Subtotal: Foremen, Crafstmen Operatives	21		11	
Foremen and craftsmen		9		3
Operatives		12		8
Service	21	21	33	33
Total		101		100
(n)		(34)		(36)
(NA)		(1)		(5)

[a]Subtotals computed from actual frequencies and may not equal the sum of occupational proportions.

Most of the rest divided their preferences between blue-collar and service occupations with only 6 percent saying they preferred clerical occupations. For the most part, the less-satisfied regulars did not aim quite so high in expressing these preferences: they were less prone to name professionally related occupations, more likely to name clerical or service occupations.

The predominant reasons given by the voucher recipients for their preferences were better conditions of work, greater interest in the preferred occupation, and a feeling that prior education and/or work experience had prepared them better for the preferred occupation. Regulars named reasons for preference in exactly the same order, but were somewhat more likely to give weight to the conditions of work in the preferred occupation and less likely to cite other reasons.

Program rules (e.g., limits on the length of training) were the most frequently mentioned reason for not getting training in the preferred occupation, but somewhat less frequently by voucher recipients than by regulars (Table 68). Training problems (unavailable appropriate training, and so forth) were mentioned next most frequently by both voucher recipients and regulars. Although involving much smaller proportions of either group, the most noticeable changes which occurred following vouchering (in addition to the decreased restrictiveness of program rules) were the virtual elimination of WIN staff advice as a reason for rejection and a modest increase in nonspecific reasons.

By and large, then, most of the voucher recipients appear to have been satisfied with the training occupations they chose; at least in this early stage in their training, only a minority thought they would have preferred training for another occupation. Whether or not the initial satisfaction expressed by over three-quarters of the voucher recipients persisted throughout the training period and beyond must remain a question for examination in subsequent reports.

TABLE 68

PROPORTIONS OF VOUCHERED AND REGULAR RESPONDENTS MENTIONING VARIOUS REASONS FOR NOT SELECTING PREFERRED OCCUPATION (In percentages)[a]

Reason for Not Training in Preferred Occupation	Vouchered	Regular
Program rules prevented it	41	50
(n)	(34)	(36)
Training problems	32	31
(n)	(34)	(36)
No specific reason: just selected training occupation	15	3
(n)	(34)	(36)
Anticipated employment problems	9	6
(n)	(34)	(36)
Unaware of preferred occupation at time of choosing	6	-
(n)	(34)	(36)
Disliked conditions of work in preferred occupation	6	3
(n)	(34)	(36)
Felt ill-prepared for preferred occupation	6	-
(n)	(34)	(36)
WIN staff advised against preferred occupation	3	14
(n)	(34)	(36)
Other reasons	3	11
(n)	(34)	(36)

[a]Multiple responses permitted.

VI. CHOOSING TRAINING VENDORS

Once voucher recipients had chosen the occupations for which they wanted to obtain institutional vocational training, they had to decide from whom they would seek training, gain admission to the school, and complete arrangements for their training.[1]

Proponents of vouchering have argued that vouchering would extend the range or services--in this case schools--available to voucher recipients as well as increase the responsiveness of vendors to the needs of social service clients. At the same time, doubts have been raised about the ability of voucher recipients to make rational choices and to protect themselves from the blandishments of unscrupulous vendors.

Although we cannot, in this report, reach definitive conclusions about any of these hypothesized consequences of vouchering,[2] we will be able to determine what changes occurred in the utilizatinn of available training services in Portland by looking at the schools which voucher recipients selected and those which regular participants in institutional training attended. Further, we will be able to examine the basis on which

---

[1]We do not discount the possibility that the processes of choosing training occupations and vendors were interactive--that at least some of the voucher recipients shifted their focus back and forth between consideration of occupations and vendors which attracted them while narrowing their thinking down to both decisions. But it has been necessary to make some assumptions about causal order in order to manage our data. There is some support for an assumption that choices of vendors usually followed occupational choices in the fact that, when considered the best sources of information, vendors have very little influence on choices of training occupations (see Table 52, p. 119, supra).

[2]For one thing, the duration of the institutional vouchering project in Portland was insufficient to allow for much change in the supply of vocational training, either toward expansion of offerings or toward exploitation of voucher recipients. And again, data obtained at about the time of voucher commitment cannot provide answers to questions about satisfaction with training or success and nonsuccess in training. Many of these more or less evaluative answers will have to be provided in later reports in this series.

voucher recipients made their school choices and evaluate the apparent rationality of the decision-making processes.[3]

Range of Schools Considered and Selected

About 6 out of 10 of the voucher recipients considered at least 2 schools before they made their decisions (Table 69).

TABLE 69

NUMBERS OF SCHOOLS CONSIDERED BY VOUCHERED AND REGULAR RESPONDENTS BY SEX
(In percentages)

	Voucher			Regular		
	Men	Women	Both	Men	Women	Both
Considered only school chosen	33	41	39	73	68	69
Considered one alternative	22	26	25	20	16	17
Considered two alternatives	22	16	18	7	15	14
Considered three alternatives	22	17	18	-	1	1
Total	99	100	100	100	100	101
(n)	(36)	(118)	(154)	(30)	(133)	(163)

[3] In an earlier report in this series, we concluded on the basis of a survey of representatives of the schools that provided vocational training to voucher recipients that there were significant differences in the organizational characteristics, educational philosophies, and training goals and methods of the public as compared with the private schools. Further, we suggested that the approaches typical of these two broad classes of schools might each have an appropriate place in the WIN institutional training program and that we saw little reason for concern about the unscrupulous exploitation of voucher recipients by private vocational schools in general. (See Bruce B. Dunning and James L. Unger, Schools' Responses to Vouchered Vocational Training: Experiences with the Portland WIN Voucher Training Program. Washington, D.C.: Bureau of Social Science Research, Inc., July 1975.) Preliminary analysis of some end-of-training data obtained from voucher recipients suggests that the voucher recipients were not as enthusiastic about the schools in some cases as we had been. But despite the fact that those who had attended the schools were somewhat less sanguine than we were, outright dissatisfaction was a rather marginal phenomenon and we see no reason to alter the main conclusions of our study of the schools. The details of the vouchered students' appraisals of their schools will be reported in the next report in this series.

Vouchered men were a bit more likely than the women to consider a larger number of alternatives, but the difference is not large. The voucher recipients with 12 years of education tended to consider a larger number of schools than those with either more or less education (Table 70)

TABLE 70

NUMBERS OF SCHOOLS CONSIDERED BY VOUCHERED AND REGULAR RESPONDENTS BY EDUCATION (In percentages)

	Voucher				Regular			
	Less than 12 yrs.	12 yrs.	More than 12 yrs.	All[a]	Less than 12 yrs.	12 yrs.	More than 12 yrs.	All[b]
Considered only school chosen	47	35	44	39	74	66	73	70
Considered one alternative	15	28	26	25	12	22	12	17
Considered two alternatives	21	17	15	18	14	11	15	12
Considered three alternatives	18	20	15	18	-	1	-	1
Total	101	100	100	100	100	100	100	100
(n)	(34)	(92)	(27)	(153)	(43)	(92)	(26)	(161)

[a]Excludes 1 case, no answer on EDUCATION.

[b]Excludes 2 cases, no answer on EDUCATION.

possibly because a fairly large number of public and private schools in Portland offered the training in clerical and service occupations which this educational group most often had in mind.

The tendency of voucher recipients to consider several schools before making a decision marked a noticeable change from the conventional situation--7 out of 10 regulars considered only the school in which they were ultimately enrolled. That a much smaller proportion of voucher

recipients than of regulars should consider only the school ultimately chosen is, of course, understandable when one recalls that the WIN staff was responsible for making arrangements for enrollment in the conventional situation. But even among those who considered more than one school, voucher recipients tended to consider more schools than did the regulars. Clearly, the response a substantial proportion of voucher recipients to the new responsibilities of choosing schools and making arrangements to attend them was to consider a number of possibilities.

In considering the range of possibilities, the voucher recipients did not confine themselves to consideration of only public schools or only private schools. Substantial proportions of the voucher recipients who chose public schools after having considered alternatives considered a private school as an alternative at one time or another, and vice versa (Table 71).

TABLE 71

PROPORTIONS OF VOUCHERED RESPONDENTS WHO CONSIDERED ALTERNATIVE SCHOOLS WHO CROSSED PUBLIC/PRIVATE SCHOOL BOUNDARY IN CONSIDERING ALTERNATIVES
(In percentages)

	Selected Public Vendor, Considered Private Alternative	Selected Private Vendor, Considered Public Alternative
First alternate considered	35	46
(n)	(37)	(57)
Second alternate considered	35	61
(n)	(20)	(36)
Third alternate considered	64	62
(n)	(11)	(13)

These data suggest that substantial numbers of the voucher recipients gave some thought to what school would best suit them and did some shopping around for training. While some of the consideration of more than a single school may have resulted from consideration of more than one training occupation, not all of the shopping around was for this reason,

since more of the voucher recipients said they considered more than one school than said that about training occupations.

But what about the availability and utilization of schools: did the voucher recipients either have a wider selection of schools available to them, or choose different schools than the regulars had been sent to? The school list provided to the voucher recipients was essentially the same as the information used by the WIN staff to advise regulars and was reasonably comprehensive for the Portland area. Moreover, there had been insufficient time and too little advance information for new entrepreneurs to enter the vocational training market to meet the new demand. Consequently, it can be assumed that the universe of available schools was essentially the same for both voucher recipients and regulars. And, as it turned out, most of the voucher recipients opted for the same schools which a majority of the regulars had attended and in roughly comparable numbers (Table 72).[4] Voucher recipients and regulars attended 20 schools; there were 9 schools attended only by voucher recipients and 9 schools attended only by regulars. These shifts to new schools did not, however, involve large proportions of the voucher recipients and, in many cases, reflected shifting occupational interests.

Types of Schools Selected

Ultimately, 57 percent of the voucher recipients enrolled in private schools, 43 percent in public schools (Table 73). Men and women were virtually identical in this respect, but enrollments in private schools varied sharply by education, with the least educated enrolling predominantly in private schools and the most educated most often enrolling in public schools.[5]

---

[4]It is interesting to note that both voucher recipients and regulars concentrated on a relatively small proportion of the available schools: out of slightly more than 100 public and private schools, each of the groups utilized 29 schools. The classification scheme used for coding vocational training schools is shown in Appendix F.

[5]The attraction of private schools for the least-educated voucher recipients might suggest that those students were particularly vulnerable to the blandishments of private school operators. Had this been the case, we would expect the least-educated respondents who had presumably been "sold" on private school training to exceed the most educated in saying

TABLE 72

SHIFTS IN SCHOOL SELECTIONS, VOUCHERED AND REGULAR RESPONDENTS[a]
(in frequencies)

Type of School	Attended by Both Vouchers and Regulars			Attended by Vouchers, Not by Regulars		Attended by Regulars, Not by Vouchers	
	No. of Schools	No. of Vouchers	No. of Regulars	No. of Schools	No. of Vouchers	No. of Schools	No. of Regulars
Public	5	(64)	(66)	1	(2)	-	(-)
Private:							
Business/Commercial.	5	(41)	(54)	6	(9)	3	(3)
Medical/Dental.	2	(10)	(8)	-	(-)	1	(1)
Personal service	4	(7)	(5)	2	(3)	5	(13)
Industrial/Transportation. .	4	(18)	(9)	-	(-)	-	(-)
Total	20	(140)	(142)	9	(14)	9	(17)

[a]Excludes 4 regular respondents whose schools are unknown.

TABLE 73

PROPORTIONS OF VOUCHERED AND REGULAR RESPONDENTS SELECTING PRIVATE VOCATIONAL TRAINING SCHOOLS BY SEX AND BY EDUCATION[a]

	Voucher		Regular	
	Percent Private	(n)	Percent Private	(n)
All	57	(154)	58	(159)
Men	56	(36)	48	(29)
Women	58	(118)	61	(130)
Less than 12 years education	71	(34)	55	(42)
12 years education	60	(92)	62	(90)
More than 12 years education	30	(27)	48	(25)

[a]Excludes: 4 regular cases, no answer on TRAINING VENDOR.
2 regular cases, no answer on EDUCATION.
1 voucher case, no answer on EDUCATION.

Even though the voucher recipients did enroll more frequently in private than in public schools, concerns expressed before the inception of vouchering in Portland that voucher recipients would flock to the private schools in inordinate proportions were not realized. In point of fact, they attended private schools in the same proportion as had the regular WIN participants. The association of private school attendance with the least educated and public school attendance with the most educated was, however, in noticeable contrast to the regular case.

---

they had chosen their schools because of the quality of training and reputation of the vendor, because the vendor was the only one known, or because the vendor offered the "right" training. In fact, the two educational groups were almost identical on the first reason, and the most educated voucher recipients actually exceeded the least educated in mentioning the other two reasons. On the other hand, proximity and convenience as well as length of training and scheduling considerations were mentioned by larger proportions of the least-educated than of the most-educated voucher recipients.

PROPORTIONS OF VOUCHERED RESPONDENTS MENTIONING SELECTED REASONS FOR CHOOSING TRAINING VENDOR BY EDUCATION
(In percentages)

Important Reasons for Choosing Vendor	Education			
	Less than 12 yrs.	12 yrs.	More than 12 yrs.	All
Quality of training; reputation of vendor	42	40	41	40
(n)	(33)	(91)	(27)	(151)
Vendor close to home; convenient to transportation	27	36	15	30
(n)	(33)	(91)	(27)	(151)
Length of training; scheduling	15	8	11	11
(n)	(33)	(91)	(27)	(151)
Only vendor known to client	12	10	19	12
(n)	(33)	(91)	(27)	(151)
Vendor offered right training courses for occupation	9	16	19	15
(n)	(33)	(91)	(27)	(151)

Structure of the Vocational Training Supply in Portland

Some understanding of the structure and availability of vocational training in Portland is a key to consideration of the factors which contributed to school choices.

The public school sector consisted of a state university, 3 community colleges, each with a main campus and a branch, and the Portland Industrial Opportunities Center. In addition to that, some 84 private schools offered various types of vocational training.

The public schools generally offered courses and programs related to a wide variety of occupational fields. Private schools, however, tended to be much more specialized; some offered training for only a single occupation (e.g., dog grooming), while others offered a variety of courses and programs, but usually within a particular occupational area (e.g., business/commercial schools). Overlap in the coverage of occupations offered by public and private schools was by no means uniform for the various occupational groups. Figure 5 summarizes the relative coverage of the occupational groups by public and private schools. More often than not, the voucher recipient, having decided on a training occupation, was faced with a fairly narrow range of schools from which to choose; for some occupations the choice was limited to private schools only, or public schools only, or even to a single school. As a consequence, there was a rather strong association between training occupations and school choices.

Factors in School Decisions

Training Occupation.--Training occupations were important predictors of school choices. Net of the effects of other variables, voucher recipients who chose professional/technical/administrative occupations were considerably more likely than others to choose a private business/commercial school; at the same time, choice of a training occupation in this group decreased the probability of choosing a public school, and virtually eliminated the probability of choosing some other type of private school (Table 74).[6] People who chose training in clerical work were relatively more likely to choose either a public or a private business/commercial school, but the magnitude of this influence was somewhat greater for private than for

[6]Unless otherwise specified, regression estimates used in this chapter are from the full equation for voucher recipients, including TEAM and FTC booklet. See Appendix Table A-8 for complete data.

FIGURE 5

RELATIVE COVERAGE OF OCCUPATIONAL GROUPS
BY PUBLIC AND PRIVATE SCHOOLS

PROFESSIONAL/TECHNICAL/ADMINISTRATIVE	
Professional	- Available almost entirely in public schools; very few offerings by private schools.
Subprofessional/Technical	- About evenly divided between public and private schools, with a number of choices of schools for many occupations.
Managerial/Administrative	- About a 3:2 edge for private schools, but a limited selection of schools in either case.
CLERICAL	
High Clerical	- About a 2:1 edge in favor of private schools, but with a fair choice of schools in either category.
Low Clerical	- More private schools with offerings, by a substantial margin for most occupations.
FOREMEN/CRAFTSMEN/OPERATIVES	
Foremen	- For most occupations, public schools provide appropriate courses and programs by about a 2:1 margin.
Operatives	- About evenly available from public and private schools overall, but with availability highly constructed for some occupations.
SERVICE	- Usually available from either public or private schools, but with availability highly constructed for some occupations, and private schools predominating in the barbering/cosmetology field.

TABLE 74

REGRESSION ESTIMATES OF INFLUENCES OF TRAINING OCCUPATION ON TYPES OF TRAINING VENDORS CHOSEN BY VOUCHERED RESPONDENTS
(In percentage points of deviation from the grand mean)

Training Occupation	(n)	Public	Private	
			Business/ Commercial	Medical/Dental Personal Serv. Industrial/ Transportation
Grand Mean		43	32	25
Professional, Technical, Administrative	(21)	-08	25	-17
Clerical	(72)	09	13	-22
Foremen, Craftsmen, Operatives	(35)	-01	-20	21
Service	(26)	-17	-29	46

public school choices. Choices of blue-collar and service occupations, on the other hand, markedly enhanced the probabilities of choosing private schools in the appropriate fields and detracted from the chances of choosing public schools.

Training Availability, Training Occupations and School Choices

It is likely that the structure and availability of vocational training in Portland had much to do with the importance of training occupation as a predictor of school choice. We have already described differences in the vocational training offered by public and private schools, differences which tended to constrain school choices to particular types of schools once training occupations had been chosen. Examination of relatively fine-grained distributions of the actual school choices of WIN trainees in various training occupations suggests the nature of some of these constraints as well as some trends in school choices where options were available (Table 75).

The predominance of public school choices among voucher recipients who chose professional occupations was consistent with the predominance of such schools in that field. But in the subprofessional/technical field, where a relatively broad range of schools was available for most occupations, two-thirds of the voucher recipients enrolled in private schools; a similar proportion of the very small number of managerial/administrative trainees also enrolled in private schools. Among the voucher recipients in training for clerical occupations, those looking for higher-level work favored private over public schools by a substantial margin (61 % vs. 39%), in keeping with the greater number and variety of schools in the private sector offering clerical training. But despite a broader range of schools and programs available in the private sector, voucher recipients in training for lower-level clerical work favored public schools slightly.[7] Skilled blue-collar trainees almost all chose public schools, again in keeping with the greater availability of offerings in such schools. But trainees for the lower blue-collar occupations favored private schools slightly, despite the availability of training from both public and private schools in a number of cases. Voucher recipients seeking

[7] In part, this may be due to the fact that a sizeable proportion of the group in training for low-clerical occupations (17%) had been attracted to an Accelerated Clerical Training program offered by a branch of one of the community colleges.

TABLE 75

TYPES OF SCHOOLS SELECTED BY VOUCHERED AND REGULAR RESPONDENTS BY TRAINING OCCUPATIONS
(In percentages)

Type of Vendor		Training Occupations											
		Prof., Tech. & Admin.				Clerical			Foremen, Crafts. & Oper.			Service	All
		Prof.	Subprof. Technical	Mgr./ Admin.	All	High Clerical	Low Clerical	All	Foremen Crafts.	Oper.	All		
Private, business/commercial	Voucher	17	50	67	43	61	47	54	12	-	3	4	32
	Regular	-	25	-	21	66	53	59	-	6	4	3	36
Private, medical/dental allied	Voucher	-	8	-	5	-	-	-	-	-	-	35	6
	Regular	-	8	-	7	-	2	1	-	-	-	21	6
Private, personal service	Voucher	-	8	-	5	-	-	-	-	-	-	35	6
	Regular	-	-	-	-	-	-	-	-	-	-	53	11
Private, industrial/transportation	Voucher	-	-	-	-	-	-	-	-	67	51	-	12
	Regular	-	-	-	-	-	-	-	-	56	39	-	6
Subtotal Private[a]	Voucher	17	67	67	52	61	47	54	12	67	54	73	57
	Regular	-	33	-	29	66	55	60	-	62	43	76	58
Public	Voucher	83	33	33	48	39	53	46	88	33	46	27	43
	Regular	100	67	100	71	34	45	40	100	38	57	24	42
Total	Voucher	100	100	100	100	100	100	100	100	100	100	100	100
	Regular	100	100	100	100	100	100	100	100	100	100	100	100
(n)	Voucher	(6)	(12)	(3)	(21)	(38)	(34)	(72)	(8)	(27)	(35)	(26)	(154)
	Regular	(1)	(12)	(1)	(14)	(41)	(47)	(88)	(7)	(16)	(23)	(34)	(159)
(NA)	Regular	(-)	(-)	(-)	(-)	(1)	(1)	(2)	(-)	(-)	(-)	(2)	(4)

[a]Private school subtotals are computed from actual frequencies and, therefore, do not always equal the sum of private school proportions.

training for service occupations enrolled in private schools by almost a 3 to 1 margin, partly because of the predominance of private schools in providing training for certain occupations in that field (e.g., 27 percent of the service trainees were in training as barbers, hairstylists, or manicurists, occupations for which vocational training is dominated by private schools although available in at least one community college).

By and large, the school choices of the voucher recipients, constrained as they were by the availability of training, were not much different from those of the regulars. The most noticeable exception to this was in the case of subprofessional/technical trainees who moved sharply toward enrollment in private rather than public schools. This rather marked shift in preference was in an occupational area in which the supply of training offered a relatively wide range of choices. But in another such area--operatives--the movement away from public and into private schools was relatively minor.

Thus, a substantial part of the influence of training occupation on school choice appears to have reflected the structure of the vocational training supply in Portland. Where that structure provided latitude for choice, however, there seems to have been some preference for private schools on the part of voucher recipients.

Demographic Factors

Sex and education associated with the likelihood of choosing one or another type of school, net of the influences of other variables considered. Of the two, education had the greater influence. Most notably, increasing educational achievement systematically enhanced the probability of choosing a public school and detracted from the probabilities of choosing the various types of private schools (Table 76).

Overall, the direct net influences of sex and program status on school choices were neither as strong nor as consistent as were those of education. Being male enhanced noticeably the chances of choosing a public school. Women, on the other hand, were more likely to choose private business/commercial schools; program status showed its influence as voluntary women chose such schools in noticeably greater proportion than mandatory women. Sex/program status did not influence choices of

TABLE 76

REGRESSION ESTIMATES OF THE INFLUENCES OF DEMOGRAPHIC FACTORS ON TYPE OF TRAINING VENDORS CHOSEN BY VOUCHERED RESPONDENTS
(In percentage points of deviations from the grand mean)

Demographic Factors	(n)	Public	Private	
			Business/ Commercial	Medical/Dental Personnel Serv. Industrial/ Transportation
Grand Mean		(43)	(32)	(25)
Sex/Program Status				
Male-mandatory	(36)	11	-13	02
Female - mandatory	(37)	-03	-04	07
Female - voluntary	(80)	-04	08	-04
Education				
Less than 12 years	(34)	-16	07	09
12 years	(93)	-03	04	-02
More than 12 years	(27)	30	-24	-06
Age				
18-29 years	(97)	-02	01	02
30 years or more	(57)	04	-01	-03
Number of Dependents				
None or 1	(50)	03	03	-07
2 or 3	(84)	-03	01	02
4 or more	(20)	06	-14	08

other types of private schools so strongly, but program status again showed some influence as mandatory status among women enhanced the likelihood of choosing such schools, while voluntary status diminished those chances.

Age had very little effect on school choices, but family size did in two noticeable cases. Voucher recipients with 4 or more dependents were relatively unlikely to choose a private business/commercial school, other things being equal. Further, the chances of choosing a private school in the medical/dental, personal service or industrial/transportation fields increased with the number of dependents.

Reasons for Choosing Training Vendor

Quality of the training offered and the reputation of the vendor were cited by 40 percent of the voucher recipients as important reasons for choosing the vendor (Tables 77-A & 77-B). But the proximity of the vendor to home and/or the availability of transportation were scarcely less important--30 percent of the voucher recipients mentioned this factor.[8]

It is consistent with the objectives of the voucher system that virtually none of the voucher recipients said they chose the school because WIN had sent them there or urged them to pick the school.

In the reasons they cited for choosing their training vendors, the voucher recipients did not differ greatly from regulars in most respects. They were somewhat more likely to cite quality and a bit more likely to say that appropriateness of training had been important to their choice. And, of course, they differed from the regulars in the proportion who had been sent to a school, or urged to go there, by WIN.

By and large, however, the reasons that voucher recipients gave as important in their school choices did not influence their choices of schools greatly. The one notable exception to this is that, net of the other factors considered, concern with the proximity of the school to home and the availability of convenient transportation tended to enhance the likelihood of choosing a public school and lower the chances of choosing a private school (Table 78). The availability of public transportation may have contributed to this. Although many of the private schools were in the downtown Portland area and readily accessible by public transportation, a number were in outlying areas reached only with some difficulty. The large public schools, on the other hand, were all served by public transportation.[9]

---

[8]Appropriateness of the training for the occupation, lack of knowledge of any other vendor, and length of training and scheduling considerations were mentioned by somewhat fewer of the voucher recipients, as were a number of other reasons.

[9]The reader is referred to Appendix Table A-7 for regression coefficients predicting to reasons for choosing the training vendor. The most striking finding from the data shown there is that, except when the staff participated in the school decision, client reliance on staff or perceptions of staff control tended to inhibit concern with quality of training and reputation of the vendor to noticeable degrees. Concern with proximity and convenience tended to be influenced somewhat more by demographic factors, with staff control tending to increase the likelihood of

TABLE 77-A

PROPORTIONS OF VOUCHERED AND REGULAR RESPONDENTS MENTIONING IMPORTANT REASONS FOR CHOOSING TRAINING VENDOR, BY SEX[a]
(In percentages)

Reason for Choosing School	Voucher			Regular		
	Men	Women	Both	Men	Women	Both
Quality of training, reputation of vendor.	33	42	40	28	22	23
(n)	(36)	(116)	(152)	(29)	(130)	(159)
Vendor close to home; convenient to transportation.	14	35	30	34	25	26
(n)	(36)	(116)	(152)	(29)	(130)	(159)
Vendor offered "right" training or courses for occupation.	14	16	15	3	8	8
(n)	(36)	(116)	(152)	(29)	(130)	(159)
Only vendor known to client.	14	11	12	17	17	17
(n)	(36)	(116)	(152)	(29)	(130)	(159)
Length of training; scheduling . . .	17	9	11	10	10	10
(n)	(36)	(116)	(152)	(29)	(130)	(159)
Cost of training	6	9	8	7	11	10
(n)	(36)	(116)	(152)	(29)	(130)	(159)
Fit voucher program limits	6	3	4	b	b	b
(n)	(36)	(116)	(152)			
WIN sent/urged client.	6	-	1	14	19	18
(n)	(36)	(116)	(152)	(29)	(130)	(159)
Other reasons.	11	13	13	3	6	6
(n)	(36)	(116)	(152)	(29)	(130)	(159)

[a] Multiple responses were permitted; no answers on various reasons omitted in percentaging.

[b] Does not apply.

TABLE 77-B

PROPORTIONS OF VOUCHERED AND REGULAR RESPONDENTS MENTIONING IMPORTANT REASONS FOR CHOOSING TRAINING VENDOR, BY EDUCATION
(In percentages)

Reason for Choosing School	Voucher				Regular			
	Less Than 12 Years	12 Years	More Than 12 Years	All	Less Than 12 Years	12 Years	More Than 12 Years	All
Quality of training, reputation of vendor.	42	40	41	40	14	28	20	23
(n)	(33)	(91)	(27)	(151)	(42)	(90)	(25)	(157)
Vendor close to home; convenient to transportation.	27	36	15	30	19	30	28	26
(n)	(33)	(91)	(27)	(151)	(42)	(90)	(25)	(157)
Vendor offered "right" training or courses for occupation. . . .	9	16	19	12	7	6	12	8
(n)	(33)	(91)	(27)	(151)	(42)	(90)	(25)	(157)
Only vendor known to client. . . .	12	10	19	12	26	12	16	17
(n)	(33)	(91)	(27)	(151)	(42)	(90)	(25)	(157)
Length of training; scheduling . .	15	8	11	11	10	12	4	10
(n)	(33)	(91)	(27)	(151)	(42)	(90)	(25)	(157)
Cost of training	6	7	15	8	12	11	4	10
(n)	(33)	(91)	(27)	(151)	(42)	(90)	(25)	(157)
Fit voucher program limits	3	4	4	4	b	b	b	b
(n)	(33)	(91)	(27)	(151)				
WIN sent/urged client.	-	1	4	1	26	16	16	18
(n)	(33)	(91)	(27)	(151)	(42)	(90)	(25)	(157)
Other reasons.	6	14	15	13	2	7	8	6
(n)	(33)	(91)	(27)	(151)	(42)	(90)	(25)	(157)

[a] Multiple responses were permitted. No answers on various reasons omitted in percenteging. Excludes 1 voucher and 2 regular cases, no answer on EDUCATION.

[b] Does not apply.

TABLE 78

REGRESSION ESTIMATES OF INFLUENCES OF REASON FOR CHOOSING TRAINING VENDOR ON VOUCHER RECIPIENTS' CHOICES OF TRAINING VENDORS
(in percentage points of deviations from the grand mean)

	(n)	Public	Private	
			Business/ Commercial	Medical/Dental Personal Serv. Industrial/ Transportation
Grand Mean		43	32	25
School Choice Reason:				
Quality, reputation mentioned	(61)	-03	03	01
Quality, reputation not mentioned	(93)	02	-02	-00
Proximity, convenience mentioned	(46)	26	-16	-10
Proximity, convenience not mentioned	(108)	-11	07	04
Only vendor known mentioned	(18)	02	-04	02
Only vendor known not mentioned	(136)	-00	00	-00

Information Processes

Use of Information Sources.--Almost all of the voucher recipients (8 out of 10) said that they obtained information about training vendors by talking with the staffs of the schools, while two-thirds of them said

citing this reason. Clerical trainees were the most likely to cite quality as the reasons for choosing their school, service trainees most likely to cite convenience, and professional/technical/administrative as well as blue-collar trainees were most likely to say they chose the only vendor they knew who provided the training they wanted.

they obtained information from talks with the WIN staff, and almost that many mentioned the school list (Table 79).[10] Among the sources used less extensively to obtain information were those sorts of personal sources which had been relied on quite heavily in obtaining information about occupations. For example, 31 percent of the voucher recipients said they obtained vendor information from friends and relatives (50% had used this source for occupational information); 28 percent contacted people working in the training occupation to obtain school information (compared to 68% who had contacted such persons to obtain occupational information). Not many of the voucher recipients used information from the various media--18 percent or less--which many of the schools rely on quite heavily as a means of attracting students.[11]

By and large, the pattern of school information sources used by voucher recipients did not differ much from that of the regulars, except that the latter were more likely to have used talks with the WIN staff and the former more likely to have gone to the vendors themselves for information. But the voucher recipients ranged more widely in obtaining information about training vendors--they cited an average of about five sources per person compared to about four sources per person among the regulars.

Best Sources of Information.--The voucher recipients not only used vendors as the source of information frequently, they most frequently cited direct contacts with vendors as their best source of information--half of them did so (Table 80). Although two-thirds of the voucher recipients mentioned talks with the WIN staff as a source of information which they had used, they cited such talks as their best source only 5 percent of the time; the same proportion of voucher recipients mentioned the school list as their best source of information.

---

[10] There is a considerable overlap in the proportions of respondents who said they used talks with the vendors' staffs and those who said they used vendor visits and telephone conversations--79% of the voucher recipients and 58% of the regulars who mentioned the former also mentioned the latter. This overlap is accounted for in subsequent tables which provide data on the single best source of vendor information.

[11] Dunning and Unger, Schools' Responses to Vouchered Vocational Training, op. cit. pp. 17-19.

TABLE 79

PROPORTIONS OF VOUCHERED AND REGULAR RESPONDENTS MENTIONING USE OF VARIOUS SOURCES OF INFORMATION ABOUT TRAINING VENDORS
(In percentages)

Sources of information	Voucher	Regular
Talks with vendor staff members.	80	65
(n)	(154)	(161)
Talks with WIN staff	66	84
(n)	(154)	(161)
List of schools provided by WIN.	62	a
(n)	(153)	-
Vendor visits and telephone conversations.	52	22
(n)	(100)	(55)
Printed information from vendors	35	31
(n)	(100)	(55)
Friends and relatives.	31	20
(n)	(154)	(162)
Students getting training from vendor.	30	20
(n)	(152)	(162)
People working in training occupation.	28	14
(n)	(154)	(161)
Yellow pages of phone book	18	10
(n)	(153)	(162)
Newspapers	16	10
(n)	(154)	(161)
Previous knowledge or experience of vendor	13	21
(n)	(100)	(56)
Radio or TV.	9	11
(n)	(100)	(55)
Magazines.	7	4
(n)	(154)	(162)
Welfare, OES	6	15
(n)	(100)	(55)
Civic or community organizations	6	-
(n)	(100)	(55)
Licensing agencies	3	2
(n)	(100)	(55)
Other vendors.	-	2
(n)	(100)	(55)
Other sources of information	1	-
(n)	(100)	(55)

[a]Does not apply

TABLE 80

VOUCHERED RESPONDENTS' PERCEPTIONS OF BEST SOURCE OF INFORMATION ABOUT TRAINING VENDORS BY SEX
(In percentages)

Best Source of Information	Men	Women	Both
Direct contact with vendors	67	46	51
Printed information from vendors	8	13	12
Friends and relatives	8	11	10
Current students of vendor	3	8	6
People associated with training occupation	-	7	5
Talks with WIN staff	3	6	5
WIN List of schools	3	5	5
Other organizations	8	3	5
Mass media	-	2	1
Total	100	101	100
(n)	(36)	(118)	(154)

By and large, vouchered men were more likely than women to cite the vendors as their best source of information (67% vs. 46%), while the women were more likely to have relied on informal, interpersonal sources such as friends and relatives, students of vendors and people working in or employing workers in the training occupation.

The primacy of vendors as the best information source also held for each of the educational groups. But the most educated were somewhat more likely than others to rely on the vendors and less likely to rely on WIN or informal, interpersonal sources. The least educated were the most likely to cite interpersonal sources as their best source of information and the most likely to rely on the school list (Table 81).

The large proportion of voucher recipients who cited training vendors as their best source of school information does not, in fact, represent a startling change in the situation that existed in the

TABLE 81

VOUCHERED RESPONDENTS' PERCEPTIONS OF BEST SOURCE OF INFORMATION ABOUT TRAINING VENDORS, BY EDUCATION
(in percentages)

Best Source of Information	Less Than 12 Years	12 Years	More Than 12 Years	All[a]
Direct contacts with vendors	50	48	59	50
Printed information from vendors	9	11	19	12
Friends and relatives	12	12	4	10
Current students of vendor	6	9	-	6
People associated with training occupation	12	2	7	5
Talks with WIN staff	3	5	7	5
WIN list of schools	9	4	-	5
Other organizations	-	7	4	5
Mass media	-	2	-	1
Total	101	100	100	99
(n)	(34)	(92)	(27)	(153)

[a]Excludes 1 case, no answer on EDUCATION.

conventional WIN program. Regular trainees, too, most often cited training vendors as their best source of information (35%) (Table 82).

TABLE 82

VOUCHERED AND REGULAR RESPONDENTS' PERCEPTIONS OF BEST SOURCE OF INFORMATION ABOUT TRAINING VENDORS
(In percentages)

Best Source of Information	Voucher	Regular
Direct contacts with vendors	51	35
Printed information from vendors	12	8
Friends and relatives	10	8
Current students of vendor	6	2
People associated with training occupation	5	3
Talks with WIN staff	5	38
WIN list of schools	5	[a]
Other organizations	5	4
Mass media	1	3
Total	100	101
(n)	(154)	(159)
(NA)		(4)

[a]Does not apply.

The differences in the usage and evaluation of WIN staff as an information source are worth some special consideration at this point. To recapitulate, voucher recipients were less likely to say that they used the WIN staff as an information source for either occupational or vendor information: 66 percent of the voucher recipients used the WIN staff for occupational information and the same proportion used it for vendor information, while 82 percent of the regulars used the staff for occupational information and 84 percent for vendor information (Table 83). Presumably, this decrease in the use of the WIN staff as an information source reflected the option officially given to voucher recipients to use WIN information resources, or not, as they wished. In any event, usage stayed the same within the vouchered group as well as within the regular group regardless of the type of information involved.

TABLE 83

COMPARISON OF PROPORTIONS OF VOUCHERED AND REGULAR RESPONDENTS CITING USE OF WIN STAFF AS OCCUPATIONAL AND SCHOOL INFORMATION SOURCE AND AS BEST SOURCE
(In percentages)

	Voucher	Regular
Percent mentioning use of WIN staff as occupational information source	66	82
Percent mentioning use of WIN staff as training vendor information source	66	84
Percent citing WIN staff as best source of occupational information	7	6
Percent citing WIN staff as best source of training vendor information	10	38

[a]Includes 5% citing talks with WIN staff and 5% citing WIN school list.

But the WIN staff was seldom cited by either voucher recipients or regular trainees as the best source of occupational information; almost exactly the same small proportions of the two groups did so. The voucher recipients behaved similarly in the case of vendor information; only a small proportion (10%) cited WIN as the best source of vendor information. However, in rather sharp contrast both to the voucher recipients and to their own behavior with respect to occupational information, a substantial proportion of the regulars cited the WIN staff as their best source of vendor information. One possible explanation of this points again to the fact that the programmatic changes entailed in vouchering were most manifest with respect to the choice of schools and the making of arrangements for enrollment.[12] We think it likely that regular clients viewed the provision of information about schools as a part of a set of actions which was the responsibility of the WIN staff and which the clients expected the staff to carry out. That is to say that the regular clients'

[12]See pp. 52-53, supra.

definitions of their and the WIN staff's roles in the school decision case differed not only from those of the voucher recipients, but from their own definitions of the occupational decision situation, in which expectations of action by the staff were not so salient. Consequently, the regulars' evaluations of the staff as a source of school information may not be so much simply that, but evaluations of the extent to which the staff fulfilled a set of expectations. In this situation, other sources of information would tend to be seen as less salient, and would less often be in the running as best source.[13]

---

[13]There is some support for the idea that voucher recipients' and regulars' definitions of the situation with respect to school decisions and the making of school arrangements differed. We were puzzled for some time by the fact that voucher recipients and regulars, who were well within the same range of responses on most attitudinal items, differed sharply when asked whether they would prefer to make their own training arrangements or have the staff do it for them: 82% of the voucher recipients but only 21% of the regulars said that they would prefer to make their own training arrangements. The hypothesis that this was simply an expression of preference for what they had actually experienced was rejected when it was noted that the differences persisted for each level of autonomy experienced in making the school decisions:

PROPORTIONS OF VOUCHERED AND REGULAR RESPONDENTS WANTING TO MAKE OWN ARRANGEMENTS FOR TRAINING, BY PERCEIVED AUTONOMY IN MAKING THE SCHOOL DECISION
(In percentages)

		Who Made the School Decision			
		Client	Joint	Staff	All
Percent who would prefer to make own training arrangements	Voucher (n)	83 (133)	72 (18)	100 (1)	82 (152)
	Regular (n)	23 (66)	20 (15)	20 (65)	21 (146)

A plausible explanation for this observed phenomenon is that it reflects differences in the way voucher recipients and regulars defined their own and the WIN staff's roles in the institutional training program, particularly with respect to enrollment in schools. Essentially this explanation would hold that, in expressing their preferences as to who should make the training arrangements, the respondents were expressing their expectations of who should make the arrangements within the context of their perceptions of the structures of the respective institutional training program.

Returning now to the main discussion of information processes relevant to the making of school decisions, we will take up the relative impact of information factors on the decisions of voucher recipients.

Although their impact was, in general, not as strong as that of training occupation or of education, the voucher recipients were differentiated in their school choices on the basis of the type of information source considered best. Although, as we know, only a small proportion of the voucher recipients considered the WIN staff as their best source of information, doing so edged those people toward choosing public schools and enhanced somewhat the likelihood of their selecting a private business/commercial school, but had a noticeable dissuasive effect with respect to choices of private schools in fields other than business and commerce (Table 84).

TABLE 84

REGRESSION ESTIMATES OF INFLUENCES OF BEST SOURCES ON VOUCHERED RESPONDENTS' CHOICES OF TRAINING VENDORS
(in percentage points of deviation from the grand mean)

		Private		
	(n)	Public	Business/ Commercial	Medical/Dental Personal Serv. Industrial/ Transportation
Grand Mean		43	32	25
People:				
Friends and relatives, people working in occupation, students of vendor	(34)	18	-15	-02
WIN Staff:				
Talks with staff, school list	(15)	03	09	-12
Vendors	(78)	-12	10	03
Other:				
Media, organizations	(27)	11	-14	02

The voucher recipients who relied on vendors as their best source of school information, understandably, were more likely than others to choose private schools, particularly those in the business/commercial field. Those who felt that their best information came from informal personal sources or the media and organizations other than WIN or vendors, on the other hand, were more likely to choose public schools and unlikely to choose private business/commercial schools.

Thus, over and above the complex of sex, education and occupational choice, as well as reasons for choosing schools, the information sources that voucher recipients relied on most, in the sense of considering them the best, guided their choices of the various types of schools.

Availability And Quality of WIN Staff Information.--One of the implications of these findings about the influences of information sources on school choices is that when the voucher recipients relied most on their own resources--i.e., on people or on the media and organizations not directly associated with WIN institutional training--they were more likely to choose public schools. One of the reasons why recipients might resort to use of their own resources might well be perceived inadequacy of the WIN staff as an information source. Consequently, we would expect to find some relationship between the adequacy or inadequacy of the WIN staff as an information source and school choices. And, indeed, in one respect we do. Voucher recipients who felt that the staff sometimes withheld needed information from them were noticeably more likely to choose public schools than those who felt that information was always available. Conversely, those who assessed the availability of staff information highly, were noticeably more likely than the others to choose private business/commercial schools (Table 85). Evaluations of the quality of staff information relative to that available to the recipients themselves, however, had only minor effects on school choices.

The FTC Booklet.--It will be recalled that each voucher recipient was to receive a copy of the Federal Trade Commission's Consumer Bulletin No. 13, "Our Vocational Training Can Guarantee You the Job of the Lifetime." The booklet warns of unsubstantiated promises sometimes made by the vendors of vocational training and suggests some precautions to

TABLE 85

REGRESSION ESTIMATES OF INFLUENCES OF AVAILABILITY AND QUALITY OF STAFF INFORMATION ON VOUCHERED RESPONDENTS' CHOICES OF TRAINING VENDORS
(In percentage points of deviation from the grand mean)

	(n)	Public	Private	
			Business/ Commercial	Medical/Dental Personal Serv. Industrial/ Transportation
Grand Mean		43	32	25
Availability:				
Staff gave needed information	(140)	-02	02	-00
Staff sometimes withheld needed information	(14)	17	-19	02
Quality:				
Staff information was good	(118)	01	-02	01
Respondents information sometimes was better	(36)	-03	07	-04

be taken by potential enrollees. While the booklet does not explicitly mention any particular type of vendor, its message appears to warn primarily against the advertising and recruiting practices of some private vocational schools. Receipt of the booklet was reported by 88 percent of the voucher recipients; 61 percent of those who received the booklet indicated, in their responses to a question about its contents, that they interpreted its message correctly. The book appears to have had some impact on the saliency of factors which the voucher recipients considered in choosing training vendors; those who received the booklet and indicated that they had interpreted the booklet correctly were noticeably more likely than those who did not understand the booklet correctly to cite the quality of training and reputation of the vendor

as important reasons for choosing that vendor. And those who did not receive the booklet were even less likely than those who received but did not understand it to cite these reasons for choosing the school (Table 86).

TABLE 86

PROPORTIONS OF VOUCHERED RESPONDENTS RECEIVING AND UNDERSTANDING FTC BOOKLET WHO MENTIONED QUALITY OF TRAINING/REPUTATION OF VENDOR AS AN IMPORTANT REASON FOR SELECTING TRAINING VENDORS[a]
(In percentages)

	Received Booklet and Understood It	Received Booklet, Did Not Understand	Did Not Receive Booklet
Percent mentioning quality/reputation as important reason for choosing vendor	44	33	28
(n)	(79)	(49)	(18)
(NA)	(1)	(-)	(1)

[a]Excludes 6 cases, no answer on Understanding.

But if the booklet did have its intended effect of alerting voucher recipients to the importance of training quality and vendor's reputation, those who received and understood this message apparently found these characteristics most often in the private schools. At both the gross level and when it is considered net of other factors, receipt or nonreceipt of the booklet as well as understanding or not understanding its message had noticeable effects on the school decisions of voucher recipients (Table 87). Other things being equal, 62 percent of those who received and understood the booklet went to private schools, 57 percent of those who received but did not understand it, did so, and only 36 percent of those who did not receive the booklet went to private schools.

TABLE 87

GROSS PROPORTIONS AND ESTIMATED NET PROPORTIONS OF VOUCHER RECIPIENTS WHO SELECTED PRIVATE SCHOOLS BY RECEIPT AND UNDERSTANDING OF THE FTC BOOKLET
(In percentages)

	Received Booklet and Understood It	Received Booklet, Did Not Understand	Did Not Receive Booklet
Percent who chose private school			
Gross[a]	67	51	39
(n)	(79)	(49)	(18)
Net[b]	62	57	36
(n)	(86)	(49)	(19)

[a]Excludes no answers on receipt, and understanding of booklet.

[b]Net proportions based on regression estimates shown in Appendix Table A-8.

One possible explanation of this diversion toward private schools as the result of receiving the booklet is that it sensitized voucher recipients to issues with which the private schools were better prepared to cope in their recruiting efforts than were the public schools. In this context, we can note that voucher recipients who received the booklet, whether or not they understood it, were more likely than those who did not to consider vendors as their best source of information (Table 88).

What appears to have happened is that receipt of the booklet tended to reinforce the message of private vendors when they got that message across to the voucher recipients. When the voucher recipients listened to the private vendors in the sense of considering them the best source of school information, having received the booklet increased by a considerable margin the chances that those recipients would choose private schools (Table 89). Even when the vendor was not considered the best source of school information, receipt and understanding of the booklet tended to increase the chances of going to a private school. But where the vendors did not get their message across and the booklet was either not understood or was not received, the chances of selecting a private school were reduced considerably.

TABLE 88

PROPORTIONS OF VOUCHER RECIPIENTS RECEIVING AND UNDERSTANDING FTC BOOKLET WHO CITED VENDOR AS BEST SOURCE OF SCHOOL INFORMATION
(In percentages)

	Received Booklet and Understood It	Received Booklet, Did Not Understand	Did Not Receive Booklet
Percent citing vendor as best source of school information	47	45	30
(n)	(79)	(49)	(20)

TABLE 89

SCHOOL CHOICES OF VOUCHER RECIPIENTS BY RECEIPT AND UNDERSTANDING OF FTC BOOKLET AND WHETHER OR NOT THEY LISTENED TO VENDOR
(In percentages)

Type of School	Received, Understood and Vendor		Received, Not Understood and Vendor		Not Received and endor	
	Best Source	Not Best Source	Best Source	Not Best Source	Best Source	Not Best Source
Public	20	46	23	70	50	67
Private	80	54	77	30	50	33
Total	100	100	100	100	100	100
(n)	(40)	(39)	(22)	(27)	(6)	(12)

The FTC booklet thus appears to have had its desired effect of alerting voucher recipients to the importance of quality and reputation, particularly when its message was understood correctly. But, at the same time, mere awareness of the booklet, whether interpreted correctly or not, seems to have sensitized voucher recipients to the messages of some of the private vendors who were more capable than others (as well as more capable than the public schools) of activating the ideas that voucher recipients had gained from their awareness of the booklet.

We must emphasize that this does not necessarily mean that the booklet did not accomplish its real objective of helping its readers to choose schools wisely. Although the booklet seems to be directed against private training vendors, it may be that the voucher recipients did not make this distinction, that those who accepted its message made a serious effort to choose schools on the basis of the rational criteria it espouses and, in this competition, certain of the private schools won. Whether or not the voucher recipients applied the criteria correctly or were sold a bill of goods by some private schools cannot be determined from these data. It could be that, in choosing private schools more often, those who applied the criteria of quality and reputation as a result of having seen the FTC booklet, were applying those criteria correctly, and did, in fact, choose the best of the private schools in Portland. This can be evaluated only on the basis of data on the voucher recipients' actual experience in the schools, the subject of a later report in this series.

Staff Influence on Training Vendor Choices

By and large, the effects of the extent to which the WIN staff influenced voucher recipients' school decisions directly by participating in or making those decisions does not appear to have been particularly great. In cases where the staff participated in or made the school decisions, the chances of choosing a public school, net of other influences, were increased modestly, the chances of choosing a private school in a field other than business and commerce were decreased modestly, but the probability of choosing a private school in the business/commercial field was barely affected (Table 90).

Nonetheless, there is evidence that somewhat stronger, albeit not as direct, staff influences did operate to affect choices between the

TABLE 90

REGRESSION ESTIMATES OF DECISION-MAKING AUTONOMY ON VOUCHERED RESPONDENTS' CHOICES OF TRAINING VENDOR
(In percentage points of deviations from the grand mean)

Who Made School Decision	(n)	Public	Private	
			Business/ Commercial	Medical/Dental Personal Serv. Industrial/ Transportation
Grand Mean		43	32	25
Client	(135)	-01	-00	01
Joint or staff decision	(19)	07	02	-09

several school types. We have already mentioned, for example, the ways in which WIN as an information source, and the availability of WIN information, affected such choices.[14]

As in several earlier cases, the team to which voucher recipients were assigned exerted a relatively strong influence on the clients' school choices in a number of cases. For example, net of the other factors considered, being assigned to team D or team F increased considerably the probability of choosing a public school; voucher recipients assigned to teams A, E, G, and I were noticeably more likely than others to select private schools in the business/commercial field, and those assigned to teams C and J were somewhat more likely than others to choose other types of private schools (Table 91). Taking into account the proportion of all voucher recipients that attended the various types of schools, we can estimate that, other things being equal, the school choices of the voucher recipients assigned to each of the teams would have been distributed as shown in Table 92.

The exact nature of these team influences is not clear. Since the independent effects of team assignments on school choices do not

[14] See pp. 166-167, supra.

TABLE 91

REGRESSION ESTIMATES OF TEAM INFLUENCES ON VOUCHERED RESPONDENTS' CHOICES OF TRAINING VENDORS
(In percentage points of deviation from the grand mean)

	Public	Private	
		Business/ Commercial	Medical/Dental Personal Serv. Industrial/ Transportation
Grand Mean	43	32	25
Team A	-13	28	-15
Team B	07	-08	01
Team C	-07	-04	11
Team D	17	-22	05
Team E	-18	14	04
Team F	21	01	-22
Team G	-16	14	03
Team H	05	11	-15
Team I	-16	16	-00
Team J	07	-19	13

TABLE 92

ESTIMATED NET PROPORTIONS OF VOUCHERED RECIPIENTS CHOOSING TYPES OF SCHOOLS, BY TEAM
(In percentages)

	Team										
	A	B	C	D	E	F	G	H	I	J	All
Public	30	50	36	70	25	64	27	48	27	50	43
Private, Business/ Commercial	60	24	28	10	46	33	46	43	48	23	32
Private, Other	10	26	36	30	29	03	28	10	25	38	25
Total	100	100	100	100	100	100	101	101	100	101	100

appear to be related in any systematic way to the independent effects of team assignments on the voucher recipients' choices of training occupations, these team effects apparently do not reflect the preferences of the staff members of the various teams for particular occupations (which in turn, as we have seen, are quite often associated with particular types of schools). In point of fact, we have not been able to identify any clear, systematic patterns relating the influences of specific teams to various outcomes. Nonetheless, it is clear that in the case of school choices, as in a number of other cases, the team to which voucher recipients were assigned did affect their choices. We must assume that these effects reflect, in some part, the preferences of staff members of the various teams for particular types of schools, preferences transmitted in some way to the decision-making behavior of the voucher recipients.

Vouchers and Regulars

In the end, the voucher recipients and regulars chose public and private schools in almost the same proportions. Nonetheless, the relative importance of some of the factors which influenced those decisions changed somewhat with the advent of vouchering.

Training Occupations.--Overall, training occupation was the strongest single predictor of school type for the regulars and remained very important for voucher recipients (Table 93). As we pointed out earlier, the linkage between the occupational structure and the structure of the vocational training supply in Portland tended to constrain school choices to a considerable degree once training occupations had been chosen. But, within occupational fields in which available training overlapped the types of schools, changes in the ways in which training occupations affected school choices accompanied vouchering. Most notably, choices of professional, technical and administrative occupations which, among regulars, had had a strong positive influence toward enrollment in public schools became a deterrent to public school choices among the voucher recipients as the latter shifted rather sharply toward choosing private schools. Similarly, the positive influence toward public school enrollments which were exerted by blue-collar decisions among regulars declined markedly among voucher recipients as more of those trainees selected private schools.

TABLE 93

REGRESSION ESTIMATES OF THE INFLUENCES OF TRAINING OCCUPATIONS ON THE SCHOOL CHOICES OF VOUCHERED AND REGULAR RESPONDENTS (In percentage points of deviation from the grand mean)[a]

Training Occupations	(n)		Public		Private			
					Business/ Commercial		Medical/Dental/ Personal Service/ Industrial/ Transportation	
	V	R	V	R	V	R	V	R
Grand mean	-	-	43	43	32	35	25	22
Professional, Technical, Administrative	(21)	(14)	-09	32	24	-16	-15	-16
Clerical	(72)	(90)	08	-04	16	25	-24	-21
Foremen, Craftsmen, Operatives . .	(35)	(23)	01	27	-26	-*	25	21
Service.	(26)	(36)	-17	-21	-29	-24	46	46

[a]Regression equations excluded Team, FTC Booklet, and School Choice Reason: WIN sent. See Appendix Table A-8 for complete data.

*See Appendix A, p. 213.

Demographic Factors.--Sex/program status decreased appreciably in its influence on school decisions with the advent of vouchering, while the net effects of education on school became considerably stronger (Table 94). In particular, being among the most-educated voucher recipients increased markedly the probability of choosing a public school where it had not made any difference among regulars. Conversely, the least-educated voucher recipients shifted noticeably and consistently toward private schools.

While there was some tendency for the older regulars to favor public schools, age made only minor differences among the voucher recipients. At the same time, the effects of number of dependents on school choices were somewhat different for voucher recipients than for regulars. These changes in the influence of number of dependents do not, however, follow any systematic pattern explainable other than as chance occurrences.

Reasons for School Choices.-- The reasons voucher recipients gave as important for their school decisions remained, as they had been for regulars, fairly influential; but the changes in emphasis are of more interest than the general contribution of these reasons to the clients' choices.

Among voucher recipients, concern with the quality of training and reputation of the vendor became a moderately strong predictor of private, business/commercial school choices while, among regulars, it had discriminated primarily between public and undifferentiated private school choices (Table 95).

The influence of proximity to home and convenience of transportation decreased with the advent of vouchering. Still, it remained the school choice reason having the strongest such influence and continued to lead to the choice of public over private schools.

While knowledge of only one vendor had led to public schools among regulars, this source of influence on school choices was virtually eliminated among voucher recipients.

Information Factors.--For the most part, the magnitude of the influences of information sources on school choices remained within the same range after vouchering. But there were some changes in the effects of specific information factors on those choices.

TABLE 54

REGRESSION ESTIMATES OF THE INFLUENCES OF DEMOGRAPHIC FACTORS ON VOUCHERED AND REGULAR RESPONDENTS' CHOICES OF TRAINING VENDORS
(In percentage points of deviation from the grand mean)[a]

	(n)		Public		Private			
					Business/ Commercial		Medical/Dental/ Personal Service/ Industrial/ Transportation	
	V	R	V	R	V	R	V	R
Grand mean	-	-	43	43	32	35	25	22
Sex/Program Status:								
Male-mandatory	(36)	(25)	09	-19	-06	25	-03	-05
Female-mandatory	(37)	(32)	01	-20	-11	12	10	08
Female-voluntary	(80)	(70)	-04	16	08	-14	-03	-02
Education:								
Less than 12 years	(34)	(42)	-14	09	07	-10	08	01
12 years	(93)	(95)	-05	-03	06	06	-01	-02
More than 12 years	(27)	(26)	35	-01	-28	-05	-07	07
Age:								
18-29 years	(97)	(98)	-02	-07	-01	02	03	05
30 years or more	(57)	(65)	03	11	01	-03	-05	-08
Number of dependents:								
None or 1	(50)	(38)	00	-10	08	05	-08	85
2 or 3	(84)	(56)	-02	09	-01	-04	03	-05
4 or more	(20)	(16)	08	-09	-17	01	09	07

[a]Regression equations exclude Team, FTC Booklet, and School Choice Reason: WIN sent. See Appendix Table A-8 for complete data.

TABLE 95

REGRESSION ESTIMATES OF THE INFLUENCES OF SCHOOL CHOICE REASON ON TRAINING VENDOR CHOICES OF VOUCHERED AND REGULAR RESPONDENTS
(In percentage points of deviation from the grand mean)[a]

	(n)		Public		Private			
					Business/ Commercial		Medical/Dental Personal/Service/ Industrial/ Transportation	
	V	R	V	R	V	R	V	R
Grand mean	-	-	43	43	32	35	25	22
School Choice Reason:								
Quality mentioned.	(61)	(36)	-06	-10	10	03	-04	07
Quality not mentioned.	(93)	(127)	04	03	-07	-01	03	-02
School Choice Reason:								
Convenience mentioned.	(46)	(42)	25	31	-14	-27	-10	-04
Convenience not mentioned. . .	(108)	(121)	-11	-11	06	09	04	01
School Choice Reason:								
Only training/vendor known mentioned.	(18)	(27)	03	09	-01	-10	-02	01
Only training/vendor known not mentioned.	(136)	(136)	-00	-02	00	02	00	-00

[a]Regression equations exclude Team, FTC Booklet, and School Choice Reason: WIN sent. See Appendix Table A-8 for complete data.

For example, the perception that the WIN staff was withholding needed information became a factor enhancing the likelihood of choosing a public school, where it had previously enhanced the chances of choosing private schools (Table 96). Voucher recipients apparently were a bit more sensitive to the quality of staff information than the regulars had been. For the voucher recipients, confidence in their own information tended to increase choices of private, business/commercial schools, where the perceived quality of staff information had made little difference among regulars.

Net of other factors, the most useful information source exerted a fairly substantial influence on school choices among both voucher recipients and regulars. Voucher recipients who relied on the WIN staff for information about schools enrolled in public schools noticeably more often than had their regular counterparts, as a result of that reliance. And reliance on the media or organizations other than WIN or the vendors by voucher recipients similarly increased the probability of their attending public schools. But, the voucher recipients who thought that the vendors' information was most useful were noticeably more likely than their regular counterparts to enroll in private schools (Table 97).

Autonomy and Nonautonomy.--In comparision with the other factors considered, autonomy and nonautonomy considerations did not exert very strong influences on the school decisions of either voucher recipients or regulars. However, because of the centrality to vouchering of the autonomy issue, presentation of the data and brief discussion are warranted (Table 98).

The autonomy which regular clients had perceived with respect to the earlier training versus placement and training occupation decisions made only negligible differences in the schools in which they enrolled; vouchering left these very slight influences essentially unchanged. Who made the school decision, however, had somewhat stronger, but still relatively modest, influence on the nature of those decisions. Among the regulars, client autonomy tended to increase the likelihood of choosing private schools and decrease the likelihood of enrolling in a public school. These influences, too, remained essentially unchanged after vouchering.

TABLE 56

REGRESSION ESTIMATES OF INFLUENCES OF INFORMATION FACTORS ON VOUCHERED AND REGULAR RESPONDENTS CHOICES OF TRAINING VENDORS[a]
(In percentage points of deviation from the grand mean)

	(n)		Public		Private			
					Business/ Commercial		Medical/Dental/ Personal/Service/ Industrial/ Transportation	
	V	R	V	R	V	R	V	R
Grand mean	-	-	43	43	32	35	25	22
Availibility of Staff Information								
Staff gave needed information. .	(140)	(143)	-01	02	01	00	00	-02
Staff sometimes withheld needed information.	(14)	(20)	13	-13	-12	-02	-01	15
Quality of Staff Information								
Staff information was good . . .	(118)	(89)	01	-02	-04	-01	02	03
Respondent sometimes had better information.	(36)	(74)	-05	03	12	01	-07	-04
Best Source of Vendor Information								
People	(34)	(20)	15	19	-14	-06	-01	-13
WIN staff.	(15)	(61)	03	-09	03	05	-07	03
Vendors.	(78)	(59)	-12	04	10	-06	02	02
Other: media, organizations . .	(27)	(25)	14	-03	-14	04	00	-02

[a]Regression equation exclude Team, FTC Booklet, and School Choice Reason: WIN sent. See Appendix Table A-8 for complete data.

TABLE 97

ESTIMATED NET PROPORTIONS OF VOUCHERED AND REGULAR RESPONDENTS CHOOSING TYPES OF SCHOOLS, BY BEST INFORMATION SOURCES
(in percentages)[a]

Type of School	Best Information Source							
	People		WIN Staff		Vendor		Other	
	Voucher	Regular	Voucher	Regular	Voucher	Regular	Voucher	Regular
Public	58	62	46	34	31	47	57	40
Private.	42	38	53	65	69	53	43	59
Total	100	100	99	99	100	100	100	99
(n)	(34)	(20)	(15)	(61)	(78)	(59)	(27)	(25)

[a]Based on a regression equation excluding Team, FTC Booklet and School Choice Reason: WIN sent. See Appendix Table A-8 for complete data.

TABLE 98

REGRESSION ESTIMATES OF THE INFLUENCES OF DECISION-MAKING AUTONOMY ON VOUCHERED AND REGULAR RESPONDENTS' CHOICES OF TRAINING VENDORS (In percentage points of deviation from the grand mean)[a]

	(n)		Public		Private: Business/ Commercial		Private: Medical/Dental/ Personal Service/ Industrial/ Transportation	
	V	R	V	R	V	R	V	R
Grand mean	-	-	43	43	32	35	25	22
Who Made Training vs. Placement Decision:								
Client	(115)	(90)	02	02	-00	-02	-01	-00
Joint decision or staff	(39)	(73)	-05	-03	01	02	04	01
Who Made Training Occupation Decision:								
Client	(118)	(90)	02	04	-01	-01	-01	-03
Joint decision or staff	(36)	(73)	-07	-05	03	01	04	04
Who Made School Decision:								
Client	(135)	(81)	-02	-08	-00	03	02	04
Joint	(19)	(82)	11	08	00	-03	-11	-04

[a]Regression equations exclude Team, FTC Booklet and School Chance Reason: WIN sent. See Appendix Table A-8 for complete data.

In sum, the general framework within which voucher recipients made their school decisions remained similar to that in which the regular participants made theirs. Training occupation continued to constrain the types of schools chosen to a considerable degree but with noticeable changes occurring where the availability of training overlapped types of schools--primarily shifts away from public schools by professional/technical/administrative and blue-collar aspirants.

For the most part other factors retained, after vouchering, the relative influence on school choices which they had had in the conventional program. The most notable exception to this was the decrease in influence of sex/program status as a predictor of school choice, and the increase in the influence of education.

Within the sets of factors, however, we noted a number of changes as voucher recipients reacted differently to particular influences than had the regular participants. Many of the net changes of a more detailed nature involved relatively few people and, in part, can probably be attributed to chance differences in the choices people made. Nonetheless, it is difficult to avoid a conclusion that, within the limits of possibility, voucher recipients made some different choices than did the regulars. In particular, we think that the shift toward private schools by people who considered quality an important consideration, the continuation of a strong (albeit slightly weakened) association between convenience considerations and public school choices, the shift toward private schools of people who considered vendors as their best source of information and toward public schools of people who considered WIN staff as their best source of information to be programmatically important. Additionally, the FTC booklet, availably only to voucher recipients, influenced their decisions in an unexpected way. These differences imply to us that, given a situation in which autonomy in making the school decision is the prevalent experience, private schools will prove marginally more attractive to WIN clients whose relationships with the WIN staff do not reflect a sense of dependency and who, rightly or wrongly, see themselves as motivated by rational considerations related to the goal of enhancing future employability rather than by present expediency. But, these considerations which seem to make the private schools more attractive may also result simply from more effective selling of their wares by the private schools.

VII. CLIENTS' JUDGEMENTS ON THE STRUCTURE OF THE VOUCHER SYSTEM

Providing freedom of choice to the recipients of social services is a crucial issue in vouchering. Consequently, in the preceding chapters of this report, we devoted considerable attention to determining the extent to which the vouchering program in Portland altered the autonomy accorded to participants in WIN institutional training as well as to tracing the effects of autonomy and other variables on the decisions which voucher recipients made. But, there are some other questions about the client's experiences with vouchering that should be addressed before we draw our conclusions about how the early phases of insitutional vouchering in Portland worked.

For example:

- How well were voucher recipients able to handle the responsibilities which a vouchering system placed on them?
- Was the support which they received from the WIN staff in the vouchering situation adequate?
- What were the effects of the administrative restrictions of the program?

We address these questions in this chapter.

Finding Occupations and Training With Vouchers

As we noted previously,[1] the voucher recipients were quite optimistic about their understanding of and ability to use vouchers, and satisfied with the explanations the staff had given them. Even using the most conservative measure, large majorities of the voucher respondents said that the staff's explanations of vouchers had been useful, and somewhat smaller majorities indicated that they understood the use of vouchers (Table 99).[2]

---

[1] See p. 39, supra.

[2] Table 99 shows the proportions who scored their agreement or disagreement on a scale from 1 to 4 with 1=DISAGREE and 4=AGREE.

TABLE 99

PROPORTIONS OF VOUCHERED RESPONDENTS WHO AGREED (SCORE=4) WITH STATEMENTS ABOUT UNDERSTANDING USE OF VOUCHERS, BY SEX AND BY EDUCATION
(In percentages)

Percent Agreeing (Score=4) With:	Sex		Education[a]			
	Men	Women	Less Than 12 Years	12 Years	More Than 12 Years	All
When I first got the voucher I understood how to go about using it.	58	64	65	63	59	62
(n)	(36)	(118)	(34)	(92)	(27)	(154)
I thought using vouchers would be very simple	56	69	68	70	59	66
(n)	(36)	(118)	(34)	(92)	(27)	(154)
The staff was very helpful in explaining to me how to use the voucher	81	77	88	73	63	78
(n)	(36)	(118)	(34)	(92)	(27)	(154)
During my meeting with the staff, they told me that how I used the vouchers was up to me.	80	81	91	82	67	81
(n)	(35)	(118)	(34)	(91)	(27)	(153)
It was clear to me that I could use the voucher for any kind of training I could finish in a year	83	89	88	93	74	88
(n)	(36)	(118)	(34)	(92)	(27)	(154)

[a]Excludes 1 case, no answer on EDUCATION ; no answers on statements excluded.

This optimism did, however, constitute a certain amount of overconfidence on the part of voucher recipients; 51 percent of them reported encountering 1 or more problems in finding an occupation and obtaining training for it. Overall, the areas in which they most frequently encountered problems were in determining their own occupational aptitudes and in learning about the work content of various occupations; 22 percent said they encountered more or less severe problems with the former, 18 percent said they had encountered problems with the latter (Tables 100 and 101). Determining aptitudes was most problematical for those with 12 years of school and least so for the most educated; men were considerably less likely than women, and the least educated considerably less likely than others, to have problems with determining job content.

Only small minorities of the voucher recipients encountered difficulties in finding training or arranging enrollment. Moreover, in their initial dealings with school officials, they seldom encountered problems. It is clear, however, that some of these areas were noticeably more problematical for some groups of voucher recipients than for others. In particular, finding out what kinds of vocational training were available proved more difficult as level of education increased. Presumably this resulted from a narrowing range of training sources as the jobs in which people were interested increased in level and became more specialized. Men were particularly concerned with the timeliness of available training: one in four said that not being able to start training right away had been a problem. And the least-educated voucher recipients did have somewhat more difficulty than others in explaining to school officials the details of the WIN payment system.

In view of the responsibilities which were given to voucher recipients, it is not surprising that they encountered some unanticipated problems. In fact, we would expect voucher respondents to report some of these problems more often than regulars, who were charged with fewer responsibilities and among whom a smaller proportion said that they had been allowed to do things for themselves. As it turned out, however, the voucher recipients were slightly less likely than regulars to report problems. Furthermore, those with problems reported trouble in fewer areas than the regulars, and they saw these problems as being serious considerably less often than the regulars (Table 102).

TABLE 100

PROPORTIONS OF VOUCHERED RESPONDENTS REPORTING PROBLEMS ENCOUNTERED, BY SEX[a]
(In percentages)

Percent Encountering Real or Some Problem With:	Voucher		
	Men	Women	Both
Getting a clear idea of what kinds of work you might be suited for	19	22	22
(n)	(36)	(116)	(152)
Knowing just what kinds of things people do on different jobs.	8	21	18
(n)	(36)	(118)	(154)
Getting a clear idea of the kinds of jobs people can get training for in Portland.	14	12	12
(n)	(36)	(118)	(154)
Not being able to find any place that gave training in the occupation you wanted	11	4	6
(n)	(36)	(118)	(154)
Finding registration was already closed in the occupation you wanted . . .	6	14	12
(n)	(36)	(118)	(154)
Finding that you could not get started with training right away.	25	9	12
(n)	(36)	(117)	(153)
Explaining to school officials that the voucher meant that you could take training in any occupation you wanted	8	4	5
(n)	(35)	(117)	(153)
Explaining to school officials how they would be paid by the state	6	6	6
(n)	(36)	(117)	(153)

[a]Excludes no answers on PROBLEMS.

TABLE 101

PROPORTIONS OF VOUCHERED RESPONDENTS REPORTING PROBLEMS ENCOUNTERED, BY EDUCATION[a]
(in percentages)

Percent Encountering Real or Some Problem With:	Less Than 12 Years	12 Years	More Than 12 Years	All
Getting a clear idea of what kinds of work you might be suited for.	15	28	7	22
(n)	(34)	(92)	(27)	(153)
Knowing just what kinds of things people do on different jobs	6	22	22	18
(n)	(34)	(92)	(27)	(153)
Getting a clear idea of the kinds of jobs people can get training for in Portland	3	13	22	12
(n)	(34)	(92)	(27)	(153)
Not being able to find any place that gave training in the occupation you wanted.	-	7	4	5
(n)	(34)	(92)	(26)	(152)
Finding registration was already closed in the occupation you wanted. . . .	9	15	4	12
(n)	(34)	(92)	(27)	(153)
Finding that you could not get started with training right away	17	9	11	10
(n)	(34)	(91)	(27)	(152)
Explaining to school officials that the voucher meant you could take training in any occupation you wanted	6	4	8	5
(n)	(34)	(92)	(26)	(152)
Explaining to school officials how they would be paid by the state.	15	2	8	6
(n)	(34)	(92)	(26)	(152)

[a]Excludes no answers on EDUCATION and PROBLEMS.

TABLE 102

COMPARISON OF PREVALENCE OF PROBLEMS BY VOUCHERED AND REGULAR RESPONDENTS
(In percentages and rates)

	Voucher	Regular
Percent of respondents reporting having encountered 1 or more problems	51	54
(n)	(154)	(161)[a]
Average number of problems per person reporting 1 or more problems	1.82	2.57
Percent of problems reported that were considered serious.[b]	33	47
(n)	(142)	(226)

[a]Excludes 2 cases, no answer on any problem area.

[b]Respondents classified each potential problem area as being a "real problem," "some problem," or "no problem."

Judged against the standard of the regular program, then, the voucher recipients seem to have been quite capable of handling the responsibilities placed on them. At the very least, the voucher recipients found the process of entering WIN institutional training less troublesome than did the regulars.

Staff Support

Personal Support.--In general, the voucher recipients felt very good about their dealings with the WIN staff. In fact, they were slightly more likely to express satisfaction than were the regulars (Table 103).

Only small proportions of the voucher recipients felt that they needed more guidance from their counselors (14%; Table 104). In fact, voucher recipients were noticeably less likely than regulars to feel this way, possibly because the provision of counseling was a shared responsibility in the case of voucher recipients--for the client to ask and the counselor to give. In this case, dissatisfaction would be likely only when requests for help remained unfilled. Regulars, on the other hand, presumably expected counseling as a matter of course and unrecognized

TABLE 103

MEAN SCORES OF VOUCHERED AND REGULAR RESPONDENTS' ATTITUDES TOWARD THE WIN STAFF, BY SEX AND BY EDUCATION

		Sex		Education[a]			
		Men	Women	Less Than 12 Years	12 Years	More Than 12 Years	All
By and large the staff tried to be helpful	Voucher	3.83	3.80	3.79	3.83	3.74	3.81
	Regular	3.87	3.67	3.55	3.72	3.88	3.70
I felt the staff really understood my problems	Voucher	3.66	3.66	3.76	3.66	3.52	3.66
	Regular	3.63	3.52	3.40	3.54	3.73	3.54
I felt good about my meetings with the staff	Voucher	3.71	3.81	3.85	3.79	3.67	3.78
	Regular	3.59	3.35	3.38	3.32	3.65	3.40

Disagree ... Agree

1 2 3 4

[a]Excludes 1 vouchered and 2 regular cases, no answers on EDUCATION.

TABLE 104

PROPORTIONS OF VOUCHERED AND REGULAR RESPONDENTS EXPRESSING NEED FOR MORE GUIDANCE, BY SEX AND BY EDUCATION[a]
(In percentages)

Percent Needing More Guidance	Voucher	Regular
All.	14	34
(n)	(154)	(162)
Men.	11	20
(n)	(36)	(30)
Women.	14	37
(n)	(118)	(132)
Less than 12 years education	21	33
(n)	(34)	(42)
12 years education	10	37
(n)	(92)	(92)
More than 12 years education	20	27
(n)	(27)	(26)

[a]Data exclude no answers on EDUCATION and NEED FOR MORE GUIDANCE.

needs for help could more easily go unfulfilled, and result in disappointment.

Information

A very important part of the WIN staff's responsibility for supporting WIN clients lies in providing information on occupations, jobs and vocational training schools. In the voucher program, this became one of the primary functions of the staff since the voucher recipients themselves were to make the decisions; but, again, information was to be provided only when the voucher recipients desired it.

Almost all of the voucher recipients felt that the staff had provided the information they needed; only 9 percent felt that the staff ever withheld information. They weren't, however, as satisfied with the quality of the staff's information; 24 percent of the voucher recipients felt that their own information had sometimes been better than that the staff had provided (Table 105).

TABLE 105

PROPORTIONS OF VOUCHERED AND REGULAR RESPONDENTS WHO EVALUATED WIN STAFF'S PROVISION OF INFORMATION NEGATIVELY
(In percentages)

	Voucher	Regular
Percent agreeing with the statement: "At times the staff had information I needed but wouldn't give it to me."	9	13
(n)	(153)	(158)
(NA)	(1)	(5)
Percent agreeing with statement: "Sometimes the information the staff had wasn't as good as what I already knew."	24	47
(n)	(150)	(156)
(NA)	(4)	(7)

Again, these evaluations of the way in which the staff had performed its information functions were more favorable than had been the case with the regulars, particularly with respect to the quality of staff

information (where almost half of the regulars felt that they sometimes had had better information than the staff could provide).

Program Restrictions

Geographic Restrictions.--It will be recalled that vouchered vocational training had to be obtained in the Portland area.[3] This restriction does not seem to have bothered many of the voucher recipients. Only 9 percent reported that it was more or less a problem, 7 percent said they would have chosen another occupation but for the limitation, and 6 percent said they knew of a school outside of Portland which they would have preferred to attend (Table 106). It was the most-educated

TABLE 106

PROPORTIONS OF VOUCHERED RESPONDENTS REPORTING VARIOUS EFFECTS OF THE LIMITATION OF TRAINING TO THE PORTLAND AREA, BY SEX AND BY EDUCATION
(In percentages)

	Sex		Education			
	Men	Women	Less than 12 yrs.	12 yrs.	More than 12 yrs.	All
Percent reporting limitation a problem	14	7	12	3	22	9
(n)	(35)	(118)	(34)	(92)	(27)	(153)
Percent who would have chosen another occupation if training not limited to Portland area	14	5	9	2	23	7
(n)	(35)	(118)	(34)	(92)	(26)	(153)
Percent who knew of school outside of Portland to which they would have preferred to go	11	5	6	7	7	6
(n)	(36)	(118)	(34)	(92)	(27)	(154)

[3] See p. 4 supra.

voucher recipients who most often felt this restriction: 22 percent felt that it was a problem and an equal proportion said that it affected their choice of a training occupation. These most-educated recipients were no different from the others, however, in the proportion that would have preferred a school outside of Portland.

Time Restrictions.--Two types of time limitations applied to the Portland voucher recipients. First, they had six weeks in which to select a training occupation, locate suitable training and arrange enrollment in the school offering the training. Secondly, the voucher could be used only for training which could be completed within one year.

The restriction of the training search period to six weeks gave some voucher recipients a feeling of being time-bound, but not very many. Only 16 percent felt that they had had too little time to think about kinds of work and to look for places to get training, with little difference between men and women or the various educational groups (Table 107).

TABLE 107

PROPORTIONS OF VOUCHERED RESPONDENTS REPORTING HAVING TOO LITTLE TIME TO THINK ABOUT DIFFERENT KINDS OF WORK AND TO LOOK FOR PLACES TO GET TRAINING, BY SEX AND BY EDUCATION[a]
(In percentages)

Percent Reporting "Real" or "Some" Problem	Voucher
All	16
(n)	(154)
Men	17
(n)	(36)
Women	15
(n)	(118)
Less than 12 yrs. education	15
(n)	(34)
12 yrs. education	15
(n)	(92)
More than 12 yrs. education	19
(n)	(27)

[a]Excludes no answers on EDUCATION and PROBLEM.

The second type of time limitation--the one-year limit on vouchered training--was problematical for considerably more of the vouchered respondents. This restriction was, in fact, more often seen as a problem than any of the other problems encountered by the voucher recipients. Over one-quarter (28%) of the voucher recipients said that this limit had been a "real problem" or "some problem" (Table 108).

TABLE 108

PROPORTIONS OF VOUCHERED AND REGULAR RESPONDENTS CITING LENGTH OF TRAINING LIMIT[a] AS A "REAL" OR "SOME" PROBLEM, BY SEX AND BY EDUCATION[b]
(in percentages)

Percent Reporting "Real" or "Some" Problem	Voucher	Regular
All	28	49
(n)	(154)	(155)
Men	42	46
(n)	(36)	(28)
Women	24	50
(n)	(118)	(127)
Less than 12 yrs. education	32	58
(n)	(34)	(40)
12 yrs. education	26	45
(n)	(92)	(89)
More than 12 yrs. education	52	50
(n)	(27)	(26)

[a]The 1-year limit for vouchered respondents was specified. Regulars were asked if "not being allowed a greater number of months of training."

[b]Excludes no answers on EDUCATION and PROBLEM.

Men were clearly more concerned with the effects of this restriction than were the women, and a full half of the most-educated voucher recipients expressed this concern. Nonetheless, despite the frequency with which voucher recipients said that a one-year limit on training created problems for them, they

were less likely to say so than the regulars had been. Undoubtedly this is due to the fact that the one-year limitation in the voucher program represented, in most cases, a liberalization of the existing standard. For the regulars, the length of training had been subject to uncodified judgements of the WIN Staff. Since there was a requirement that the length of institutional training be limited to a statewide average of 6 months, approvals or disapprovals of proposed training programs often depended on the current status of the statewide For regulars, even more than for voucher recipients, the imposition of length-of-training restrictions were liable to exclude occupations in which the clients had strong interests but for which the required training was too long.[4]

The principal objection to a one-year training limit is, of course, that it effectively limits from the range of consideration a number of occupations in which clients display interest. We have already mentioned, for example, that the training required to obtain an Oregon license in cosmetology cannot be completed within one year. Qualifying training in a number of professional, subprofessional and technical occupations also requires more than one year (which, of course, is part of the explanation for the high proportion of the most-educated voucher recipients who found the time limit a problem). As a matter of fact, 43 percent of the voucher respondents said they would have chosen some other type of training had it not been for the length-of-training restriction (Table 109). It will be recalled that voucher recipients who preferred some other occupation to that they chose were more likely to cite program restrictions than any other reason for not choosing the preferred occupation for training.[5]

---

[4] The one-year time limit came in for considerable criticism from representatives of the various vendors who provided vocational training to the voucher recipients in Portland. All of the public schools' representatives and about one-quarter of the private schools' representatives thought that the limit was too restrictive and a number suggested that length of training should be pegged to the training occupation or that extensions should be permitted where good performance was demonstrated in the first year. See Dunning and Unger, Schools' Responses to Vouchered Vocational Training, op. cit., pp. 64-66.

[5] See Table 68, p. 139, supra.

TABLE 109

PROPORTIONS OF VOUCHERED RESPONDENTS WHO WOULD HAVE CHOSEN SOME OTHER TRAINING IF MORE THAN 1 YEAR WAS AUTHORIZED, BY SEX AND BY EDUCATION[a]
(In percentages)

	Percent Who Would Have Chosen Other Training
All	43
(n)	(149)
Men	36
(n)	(33)
Women	45
(n)	(116)
Less than 12 yrs. education	38
(n)	(34)
12 yrs. education	44
(n)	(87)
More than 12 yrs. education	44
(n)	(27)

[a]Excludes no answers on EDUCATION and OTHER TRAINING.

The occupations which voucher recipients who were inhibited by the time limit said they would have chosen were weighted rather heavily toward those in the professional and subprofessional/technical fields (Table 110). Had the voucher recipients been free to choose the occupations they said they would have chosen but for the time limit--and had they actually chosen them--some 38 percent would have been in training for professional/technical/administrative work as compared to 4 percent who actually trained for such work. Fewer would have trained for the other occupations in this situation, with the decrease being most noticeable for clerical training.

These aspirations toward higher-level occupations echo those we noted in the occupations which voucher recipients had in mind when they first came to WIN, as well as in the occupations they considered as

TABLE 110

OCCUPATIONS WHICH VOUCHERED RESPONDENTS SAID THEY WOULD HAVE CHOSEN IF ONE-YEAR TRAINING LIMIT WAS NOT IN EFFECT[a]
(in percentages)

Occupations	Occupations Respondents Affected by Limit Would Have Chosen		Projected Occupational Distribution Without 1-Yr. Limit		Distribution of Actual Training Occupations	
Subtotal: Prof./Tech./Admin.[a]	69		38		14	
Professional		29		14		4
Subprofessional/Technical		41		22		8
Managerial/ Administrative		-		2		2
Subtotal: Clerical[a]	10		31		47	
High Clerical		7		5		5
Low Clerical		3		12		18
Subtotal: Fore./Crafts./Oper.[a]	10		18		23	
Foremen and Craftsmen		7		5		5
Operatives		3		12		18
Service	10		14		17	
Total	99		101		101	
(n)	(59)		(154)		(154)	
(NA)	(5)		(-)		(-)	

[a]Subtotals computed from actual frequencies and may not equal the sums of occupational proportions.

alternatives. But there seems to be some inflation in these statements about occupations they would have chosen but for the time limit. For one instance, the proportion who said they would have enrolled in training for professional/technical/administrative work if they had had more than a year for training was considerably higher than the proportions who said they had such occupations in mind at the start or who said they considered such occupations (Table 111).

TABLE 111

COMPARISON OF OCCUPATIONS VOUCHERED RESPONDENTS SAID THEY WOULD HAVE CHOSEN IF ONE-YEAR TRAINING LIMIT WAS NOT IN EFFECT WITH OCCUPATIONAL PREDISPOSITIONS AND OCCUPATIONS CONSIDERED
(In percentages)

Occupations	Projected Occupational Distribution Without 1-yr. Limit	Occupations In Mind At the Start	Occupations Respondents Said They Considered
Professional/Technical/ Administrative	38	20	21
Clerical	31	39	37
Foremen and craftsmen	18	23	25
Service	14	19	19
Total	101	101	102
(n)	(154)	(127)	(274)
(NA)	(-)	(4)	(-)
(No Occupation in mind)	NA	(23)	NA

Although we can only speculate, we believe that, if the 1-year limit on training had not been in effect, the actual distribution of training occupations would have been somewhere between the projected and actual distributions shown in Table 112. We think that two factors would have reduced the selections of the highest level occupations: recognition by the voucher recipients of the realities of the labor market in relation to their own qualifications, and to a lesser extent, the enrollment requirements of vendors. Even as it is, 22 percent of the changes which the voucher recipients said they would have made represented upgrading by only one occupation level (Table 112).

Nonetheless, had the voucher recipients not been restricted in the length of training they could choose, more would undoubtedly have chosen professional/technical/administrative work and fewer would have chosen the other occupational fields , particularly clerical. Very probably some of the choices made in an unrestricted situation would have

TABLE 112

PROPORTIONS OF ALL CHANGES VOUCHERED RESPONDENTS SAID THEY WOULD HAVE MADE IF NO TIME LIMIT WAS IN EFFECT, BY TRAINING OCCUPATION
(In percentages)

Occupation Would Have Chosen	Training Occupation							
	Prof.	Sub-Prof./ Tech.	High Cler.	Low Cler.	Fore./ Crafts.	Oper.	Serv.	All
Professional	3	3	5	5	2	8	2	29
Subprofessional/Technical	-	-	15	10	2	2	12	41
High clerical	-	-	3	2	-	-	3	8
Low clerical	-	-	2	-	-	-	-	2
Foremen and Craftsmen	-	2	-	2	2	2	-	7
Operatives	-	-	-	-	-	3	-	
Service	-	-	5	3	-	2	-	10
All	3	5	30	22	6	17	17	100 (59)

been unrealistic in that they would have reflected trainees' over-evaluations of their own preparation and abilities. But whether this would constitute the excess of unrealistic decisions that some people have feared would result from a free-choice situation must remain a matter of judgement. We do not think that an inordinate proportion of bad decisions would have been made and that, in terms of the long-run objectives of maximizing the future employability and earning capacity of the voucher recipients, more was lost as a result of the length-of-training restriction than was gained.

VIII. CONCLUSIONS

We have covered a very large amount of data in the preceding chapters. It remains for us now to assemble in coherent form our conclusions based on a variety of findings that relate to each other in rather complex patterns.

In order to impose some order on the complexity of relationships among the phenomena we observed in Portland, we will divide our conclusions along two principal dimensions. The first focuses on the feasibility of vouchering in WIN insofar as it can be judged on the basis of the early phase of institutional vouchering in Portland.[1]

The second dimension focuses on the suitability of vouchering as a means of achieving the objectives of the WIN program. On the basis of what we learned in the early (commitment) phase of vouchering in Portland, we can state fairly definite conclusions about the extent to which vouchering increased the frequency of experienced autonomy in the institutional program as well as some conclusions about certain undesirable consequences that some people have predicted might result from providing clients with freedom of choice. Beyond that, we will

---

[1] In adopting this way of organizing our conclusions, we are making a conceptual distinction between the feasibility and the suitability of vouchering. By the former, we mean practicability--can vouchering be put into effect in WIN? By the latter, we mean, essentially effectiveness--is vouchering an appropriate means for achieving outcomes that are desirable in terms of WIN program objectives?

But we are also implying a hierarchy of objectives. That is to say that the immediate, first-order objective of vouchering is to increase client autonomy. Depending on one's ideological persuasion, client autonomy might, of course, be considered a desirable goal in and of itself; from a programmatic standpoint, however, autonomy is an intermediate goal. The objectives of providing client autonomy are to increase the clients' commitment to and personal involvement in training, to improve clients' self-esteem and increase their sense of control over their own lives, and to increase vendors' responsiveness to the needs and interests of clients. All of these have been hypothesized as probable consequences of increased freedom of choice on the part of clients. But these hypothesized consequences are, in turn, considered desirable in that they are aimed at the ultimate objective of WIN institutional training: improvement of the clients' employability and reduction of their welfare dependency.

have to turn to largely descriptive conclusions about the dynamics of decision-making by voucher recipients. These descriptive conclusions will be relevant, both as partial explanations of some of the earlier conclusions and in providing a basis for later analyses aimed at assessing the extent to which vouchering contributed to the achievement of higher-order objectives of the WIN program.

Feasibility

In the sense that the mechanics of vouchering worked in Portland, the vouchering of institutional vocational training proved to be feasible.

First, the voucher recipients, by and large, demonstrated their capability to understand the use of vouchers as well as to deal with training vendors in making arrangements for enrollment in training. Both in terms of the frequency with which clients perceived themselves as having encountered problems in entering institutional training and in the satisfaction with which they viewed their relations with the WIN staff and the support they received, some advantage seems to have accrued from vouchering. Perceived problems in entering institutional vocational training particularly those described as serious, were somewhat less prevalent among voucher recipients than among regulars, and satisfaction with the support received from the WIN staff was generally a bit higher among voucher recipients than among regulars.

Secondly, the training vendors did not often encounter administrative difficulties during the vouchering trial. To the extent that they did, the problems usually were of a type endemic to their relations with WIN rather than problems resulting from the characteristics of vouchering procedures.[2]

---

[2]See Dunning and Unger, Schools' Responses to Vouchered Vocational Training, op. cit., pp. 61-64.

Thirdly, the everyday business of offering and issuing vouchers for institutional vocational training was accomplished by the existing WIN organization in Portland without major breakdown at any point.[3]

Suitability

Levels of Experienced Autonomy

Quite clearly, vouchering as it was practiced in Portland, resulted in increased decision-making autonomy for WIN clients. The prevalence of freedom to make one's own choices was higher among voucher recipients than among those who had participated in institutional training under conventional procedures, regardless of sex, education or program status. This conclusion is supported both by a general, overall measure of perceived autonomy and by data on the three specific types of decisions involved in the process of entering institutional training: the choice of training versus immediate placement, the choice of a training occupation and the choice of a school.

But even though three-quarters or more of the voucher recipients (depending on the decision referred to) perceived themselves as having made their own decisions, freedom of choice was inhibited to some extent in ways not always recognized by the voucher recipients as a denial of autonomy. First, the procedures that were established for the Portland project incorporated restrictions on the free choice of occupations and schools. In the former case, most notably, the one-year limit on training excluded from the voucher recipients' consideration of some occupations which the recipients might have chosen. In the latter case, as an example, the geographic restriction precluded a few voucher recipients from choosing schools in which they were interested. Secondly, there is ample evidence that the WIN staff continued, in some cases, to influence the decisions which voucher recipients themselves made.

---

[3] This is not to say that vouchering was conducted exactly as anticipated in the design, without conflict or mutual adaptation. As we have demonstrated, there were variations in the extent and ways in which members of the WIN staff understood and applied the principles of vouchering. We will comment further on that point shortly.

Additionally, as we suggested in the introdution, forces external to the vouchering test itself, both within the larger WIN program in Portland and in the even larger state and federal governmental systems necessitated problem-solving adaptations and accommodations as time went on. The problems and conflicts that developed will be described in detail in a forthcoming report in this series.

The essential point, though, is that vouchering was accomplished.

Disparities in the timing of provision of information on vouchering, nonrandom assignment of voucher recipients to WIN staff teams, and control of the availability and quality of staff-provided information were among the intentionally or unintentionally, influenced the recipients' decisions. Further, the pervasiveness of team influences, which were substantial with respect to virtually every outcome variable, attests to the existence of staff influences exerted in ways we cannot describe specifically.

The Portland example demonstrates that vouchering can contribute to a marked and important increase in the freedom of choice enjoyed by WIN participants. But it also demonstrates that vouchering is unlikely, automatically, to insure complete freedom of choice for all.

Autonomy and Change

The gross effects of vouchering reflected, to a considerable extent, the effects of autonomy on decisions--but autonomy functioned in several ways. Three aspects of our findings about the net relationships between autonomy and decisions are relevant to an understanding of the way in which vouchering changed the situation in Portland.

First, the effects of autonomy were specific to the type of decision involved. That is to say that the effects of autonomy on one decision did not carry over to later decisions for the most part, nor were the effects of autonomy consistent for each type of decision. Hence, it appears that the effects of autonomy depend on the particular context in which it operates.

Secondly, autonomy made a noticeable difference in the decisions which clients made in both the vouchered and the conventional situations. Although vouchering changed the ways in which autonomy affected decisions to a minor extent, it was the experience of autonomy itself that made the important difference among both voucher recipients and regulars.

Thirdly, autonomy was considerably more prevalent among voucher recipients than among regulars, so that differences observed in the gross distributions of decisions made by voucher recipients and regulars reflect not only the fact that autonomy worked in somewhat different ways in the two situations, but that many more of the vouchered people experienced autonomy.

In addition to the importance of these observations in understanding the effects of vouchering in Portland, they point to two implications relevant to current or future institutional training programs:

- In comparing the training occupations and school enrollments of clients in existing WIN programs in different locations, account should be taken of the levels of decision-making autonomy accorded to clients and the contexts within which such autonomy is accorded, as well as of demographic factors, labor market conditions, the availability of training vendors and so forth.
- Conceivably, other means than vouchering could be used to increase client participation in decision-making (e.g., reorientation of staff roles by training). To the extent that such means increased client autonomy, changes in training occupations and school choices, as well as other outcomes such as client satisfaction, could be expected.

Decision-making in the
Portland Voucher Program

As we will describe shortly, one of the most remarkable results of the initial phase of vouchered institutional training was the modest extent of the changes which occurred. As pointed out, considerably more of the voucher recipients than of regulars made their own decisions and this did result in changes in the decisions made. Further, it is clear that voucher recipients perceived the program, their roles in it and the roles of the WIN staff quite differently in a number of instances. To be sure, the autonomy which voucher recipients more often enjoyed had to be exercised within a framework of intended and unintended programmatic factors which constrained that autonomy. Nonetheless, it would be reasonable to expect more drastic changes than were actually observed. We believe that it is to the dynamics of the overall decision-making process that we must look for a more complete picture of what happened in Portland.

It should be recalled that over three-quarters of the regular institutional trainees and an even larger proportion of the voucher recipients had specific occupations in mind when they first started talking to WIN about training. Moreover, levels of confidence in

ability to handle vocctional training were quite high. In short, both voucher recipients and regulars were people who had thought about their futures in the labor force and were prepared to go forward with the necessary preparation.

Among the voucher recipients, sex and education contributed importantly to pre-WIN occupational choices. And, the effects of sex and education appear to reflect fairly conventional assumptions about those occupations which are appropriate for men or for women as well as for people of various levels of educational achievement. Few of the voucher recipients were occupational pioneers or rebels--for the most part the occupations they considered and had in mind when they came to WIN were those generally considered appropriate for people of their individual characteristics. This essential conservatism undoubtedly also reflected a pragmatic appraisal of the labor market in which reasonable chances of success in attaining relatively limited goals was an important factor. In short, we think that most of the voucher recipients came to WIN with occupational predispositions formed in much the same way that such predispositions are usually formed in the general population.

Occupational predispositions, in turn, were major contributors to the training occupations which the voucher recipients chose. By and large, there was a very high level of consistency as occupational predispositions were transformed into occupational choices.

Finally, training occupations contributed strongly to decisions about schools as the range of possibilities for particular occupations was constricted by the structure of the vocational training supply in Portland.

The decisions which the voucher recipients made were, thus, made at stages in a single continuing process which, in most cases, began before the recipients entered WIN. Moreover, conventional notions about occupational sex roles and educational qualifications as well as apparent recognition of the realities of the labor market contributed, directly or indirectly, to the decisions made at each stage. To the extent that they made their own decisions, the decision-making process characteristic of the regular participants in institutional training was essentially the same.

The extension of autonomy to a larger proportion of the voucher recipients did create an opportunity structure that was somewhat wider and more open than that which had existed for the regulars. But within this expanded opportunity structure, the ultimate decisions of most voucher recipients resulted from the same process and the same factors that largely had determined the outcomes of the regulars, whether made by the regulars themselves or by the WIN staff. And it is for this reason that we think that, in the more generous opportunity structure which resulted from vouchering, the outcomes for voucher recipients were not widely different from those for regulars. This further suggests that an even greater extension of autonomy than occurred in Portland would not result in alarming changes in the choices made by voucher recipients.

Consequences of Vouchering

In the end, the characteristics of the WIN institutional training program that emerged from the initial phase of the vouchering trial in Portland can be seen as resulting from the operation of fairly conventional patterns of decision-making in a situation which did provide clients with autonomy for the most part and, therefore, provided increased opportunities to deviate from the restraints that existed under the conventional WIN system.

In this situation, there was no influx into institutional training of underqualified clients as some had feared might happen. As we have noted, the characteristics of the voucher recipients were strikingly similar to those of the comparison group of regular institutional trainees. To be sure, there was a noticeable increase in the proportion entering vouchered institutional training of a group who might otherwise have been steered into other components of WIN (men with less than 12 years of education, between the ages of 20-39 years and with dependents). But even this increase was not startling, and we believe it represents the introduction of justifiable opportunities for disadvantaged persons to overcome predetermined definitions of appropriate solutions to their disadvantages. We believe that the changes that did occur in the characteristics of the vouchered population reflected the increased autonomy that permitted some previously excluded clients to choose

institutional training over other components. But, at the same time, both self-selectivity by the clients themselves and continuation of some staff selectivity tended to limit entry into institutional training of large numbers of people who would have been considered ineligible for institutional training in the regular WIN program. The result was virtual replication of the population of trainees that entered regular WIN training. We think that if the voucher program had succeeded in eliminating all staff selectivity at the time when institutional training was being chosen over other WIN components, there would have been some increase in the proportions of undereducated persons and of men in the vouchered population. But we do not believe that these increases would have been exceedingly large because self-selectivity would still have limited such choices.

The occupational decisions of voucher respondents were well within the general range of occupations in which regular clients had been trained. Nonetheless, the changes that did occur were sufficient to suggest that the greater autonomy enjoyed by voucher recipients provided leeway for entry into occupations which might have been excluded by conventional assumptions about sex and education. Movement away from the clerical and service fields into professional/technical/administrative and blue-collar fields were the predominant trends of change in the more open opportunity structure provided by vouchering. Reductions in both interest in and choices of clerical occupations were were particularly noticeable. These reductions suggest it is in this area that opinions of the WIN staff differed most widely from those of their clients. By and large, however, the occupational choices of the voucher recipients, in aggregate, were consistent with both conventional occupational norms and the predominant structure of the labor market. While both some direct and some more covert staff influences might have contributed to the absence of more striking changes, it appears that it was the clients' own acceptance of the norms and occupational role ascriptions of the larger society that kept their occupational choices so well within conservative bounds. In short, there was a modest opening up of the trainee occupational structure as more of the voucher recipients than of the regulars made their own choices, but no evidence of widespread movement toward unrealistic choices.

In aggregate, the school choices of voucher recipients again were quite similar to those of the regulars. If there was any flocking to private schools by the voucher recipients, as some predictions had forecast, it was limited largely to the minority who had chosen occupations in the subprofessional/technical and managerial/administrative fields. Again, there was evidence that the staff continued to influence school decisions to some extent. But this influence was clearly subordinated to the fact that many of the school choices were determined largely by the prior occupational decisions. For many occupations, only a limited choice of schools was available and it was only in the cases where the structure of the vocational training supply in Portland provided a range of choices that voucher recipients differed much from regulars. In aggregate, these changes averaged out so that voucher recipients chose private schools in almost exactly the same proportions as the regulars had.

Finally, in a more subjective vein, the voucher recipients saw the voucher program as less restrictive than the regulars had. And, on virtually every measure, the voucher recipients indicated somewhat greater satisfaction with their relationships with the WIN staff, including the support they received from that staff.

A Final Comment

Our final conclusions are, therefore, that vouchering made only modest changes in the WIN institutional training program in Portland, and that the Portland experience seems to indicate that it is unlikely that the application of vouchering to WIN programs elsewhere are unlikely to result in drastic changes. The changes that did occur in the commitment phase of the Portland vouchering project were, however, desirable in our judgement. There was some opening up of the range of occupations chosen, there was some upgrading of occupational choices as clients were permitted more frequently to rely on their own evaluations of their capabilities and satisfaction with the services received increased somewhat. Further, the Portland experience suggests that many of the concerns which had been expressed about vouchering were not well-founded.

We cannot, of course, generalize the findings and conclusions from this study beyond Portland. Moreover, the outcomes of the Portland trial in terms of the employment experiences of voucher recipients are, as yet, only partially available. Insofar as the experience during the commitment phase in Portland is concerned, we would say that further refinement and application of vouchering techniques in WIN is warranted. There are, however, some indications that this optimistic evaluation may be modified somewhat when analyses of longer-run outcomes are completed.

APPENDIX A

MULTIPLE REGRESSION FINDINGS

A Note on the Interpretation of the Regression Results

The following tables contain the results of dummy variable regression analyses (Multiple Classification Analyses) of selected factors related to our respondents' participation in WIN-sponsored institutional vocational training. This brief guide to interpretation of the regression coefficients is offered for readers who may not be familiar with this type of analysis.

The coefficient for each variable expresses the magnitude and direction of the percentage-point deviation from the mean of the dependent variable in question which results from being in a particular category of the independent variable, net of (controlling for) the effects associated with the other independent variables included in the regression model. Thus, for example, (Table A-1), 34 percent of all vouchered respondents reported that they had a clerical occupation in mind when they first talked with WIN about training. The respondents who were women and mandatory WIN participants deviated from this grand mean by + .09 (when WIN staff team was included in the regression model). This means that, controlling for Team, Education, Age, and Number of Dependents, Female Mandatory respondents were 9 percentage points more likely than the vouchered respondents as a group to have said that they had a clerical occupation in mind at the start. Adding that difference to the grand mean, we can estimate that, other things being equal, 43 percent (.34 + .09 = .43) of the Female Mandatory respondents in the vouchered group would say that they had a clerical occupation in mind at the start.

Another example from the same model in Table A-1 is this. Men, all of whom were mandatory WIN participants, deviate by -.28 from the grand mean (.34) on having had a clerical occupation in mind at the start. The men, therefore, were considerably less likely (6%) than female mandatory participants (43%) to have cited a clerical occupation as that in which they were interested.

As a final example, we can note that the zeroes in the Clerical column for regular participants, opposite Age, indicate that differences in age had no discernible effects on the proportion of regular respondents who had clerical occupations in mind at the start.

The user of these tables should remember that the multiple regression technique yields prediction estimates based on a line which best fits the dispersion of all observed values in the regression equation. The reliability of such estimates is diminished when the distributions of responses on variables included in the regression equation are highly skewed. A number of our distributions are rather highly skewed and, as a result, there are a number of cases in which the sum of the regression coefficient and the grand mean exceeds 100 percent or falls below 0. In such cases, the regression coefficients are shown in the following tables as they were computed; in text tables, such coefficients are replaced by a +* or a -*. Where this occurs, all of the coefficients predicting to that dependent variable are suspect and interpretations are best limited to general statements about the relative effects of independent variables whose coefficients are substantially different in magnitude and/or direction, avoiding reliance on absolute magnitudes of the coefficients.

TABLE A-1

REGRESSION ESTIMATES OF INFLUENCES ON OCCUPATIONS CLIENTS HAD IN MIND WHEN THEY STARTED TALKING WITH WIN STAFF

	(n) V	(n) R	Occupation In Mind at Start: Professional, Technical & Administrative V .16	V .16	R .14	Clerical V .34	V .34	R .31	Foreman, Craftsmen & Operatives V .19	V .19	R .12	Service V .16	V .16	R .20	None In Mind V .15	V .15	R .23
Type																	
A	(-)	(-)	01	-	-	07	-	-	-05	-	-	-05	-	-	01	-	-
B	(-)	(-)	-07	-	-	-31	-	-	-13	-	-	27	-	-	24	-	-
C	(-)	(-)	07	-	-	-06	-	-	-03	-	-	-01	-	-	03	-	-
D	(-)	(-)	-10	-	-	01	-	-	17	-	-	-08	-	-	-05	-	-
E	(-)	(-)	04	-	-	07	-	-	-01	-	-	-05	-	-	-07	-	-
F	(-)	(-)	01	-	-	14	-	-	-27	-	-	18	-	-	-04	-	-
G	(-)	(-)	-16	-	-	10	-	-	11	-	-	-13	-	-	06	-	-
H	(-)	(-)	07	-	-	01	-	-	-02	-	-	-06	-	-	-00	-	-
I	(-)	(-)	-02	-	-	25	-	-	-01	-	-	-18	-	-	-05	-	-
J	(-)	(-)	01	-	-	-11	-	-	07	-	-	09	-	-	-07	-	-
Sex & Program Status																	
Male	(56)	(25)	01	-01	-02	-28	-06	-33	43	42	33	-11	-11	-11	-04	-04	10
Female-mandatory	(37)	(33)	10	11	07	09	09	09	-22	-21	-16	07	07	-04	-04	-06	04
Female-voluntary	(80)	(70)	-05	-05	-05	08	08	08	-09	-09	-05	02	02	06	03	04	-05
Education																	
Less than 12 years	(34)	(42)	-09	-09	-05	03	02	-16	11	11	06	-03	-02	20	-02	01	-03
12 years	(33)	(25)	-02	-02	-04	02	03	09	-03	-03	-02	02	01	-06	01	01	03
More than 12 years	(27)	(25)	19	19	21	-11	-12	-06	-02	-04	-02	-05	-02	-10	-01	-00	-03
Age																	
18-29 years	(57)	(58)	01	02	01	04	05	00	-07	-07	-04	-02	01	02	-01	-02	01
30 years and more	(57)	(45)	-03	-03	-02	-07	-08	-00	12	12	06	04	-02	-02	01	03	-01
Number of Dependents																	
None or 1	(50)	(38)	02	02	-01	-07	-06	-02	08	06	04	-03	-04	-09	01	02	05
2 or 3	(84)	(56)	-02	-02	03	05	05	-01	-03	-01	-05	01	01	05	-02	-03	02
4 or more	(20)	(16)	03	03	-05	-02	-03	09	-08	-09	07	02	04	02	04	06	-13
R^2	(-)	(-)	.11	.08	.09	.20	.13	.15	.44	.36	.34	.11	.03	.14	.07	.03	.04

TABLE A-2

REGRESSION ESTIMATES OF INFLUENCES ON PREFERENCE FOR MAKING OWN TRAINING ARRANGEMENTS

	(n) V	(n) R	Would Prefer to Make Own Training Arrangements V .82	V .82	R .22
Team					
A.	(-)	(-)	-10	-	-
B.	(-)	(-)	00	-	-
C.	(-)	(-)	08	-	-
D.	(-)	(-)	01	-	-
E.	(-)	(-)	12	-	-
F.	(-)	(-)	-22	-	-
G.	(-)	(-)	08	-	-
H.	(-)	(-)	-13	-	-
I.	(-)	(-)	05	-	-
J.	(-)	(-)	05	-	-
Sex/Program Status					
Male	(36)	(-)	-02	-06	03
Female-mandatory	37	(-)	-06	-05	-03
Female-voluntary	80	(-)	04	05	-00
Education					
Less than 12 years	34	(-)	08	07	03
12 years	97	(-)	-01	01	00
More than 12 years	23	(-)	-07	-11	-06
Age					
18-29 years	97	(-)	00	01	03
30 years or more	57	(-)	-01	-01	-04
Number of Dependents					
None or 1	50	(-)	01	01	-06
2 or 3	84	(-)	-03	-03	07
4 or more	20	(-)	09	09	-11
Occupation in Mind at Start					
Professional, technical, administrative	25	(-)	14	13	11
Clerical	53	(-)	-02	-03	11
Foreman, craftsmen, operatives	29	(-)	02	07	-11
Service	24	(-)	01	-00	-10
No occupation in mind	23	(-)	-15	-15	-07
R^2	(-)	(-)	.14	.08	.10

TABLE A-3

REGRESSION ESTIMATES OF INFLUENCES ON SPECIFIC DECISIONS

	V (a)	R	Client Chose Training vs. Placement: V .75	V .75	R 55	Client Chose Occupation: V .77	V .77	R 55	Client Chose Vendor: V .80	V .80	R 58
Team											
A	(-)	(-)									
B	(-)	(-)									
C	(-)	(-)									
D	(-)	(-)									
E	(-)	(-)									
F	(-)	(-)									
G	(-)	(-)									
H	(-)	(-)									
I	(-)	(-)									
J	(-)	(-)									
Sex/Program Status											
Male	(56)	(55)									
Female-mandatory	(37)	(32)									
Female-voluntary	(88)	(20)									
Education											
Less than 12 years	(34)	(42)									
12 years	(37)	(35)									
More than 12 years	(23)	(24)									
Age											
18-29 years	(57)	(58)									
30 years and over	(57)	(65)									
Number of Dependents											
None or 1	(58)	(58)									
2 or 3	(83)	(36)									
4 or more	(28)	(42)									
Occupation in Mind at Start											
Professional, technical, administrative	(25)	(22)									
Clerical	(53)	(51)									
Foreman, craftsman, operatives	(28)	(19)									
Service	(24)	(33)									
No occupation in mind	(23)	(30)									
Preference for Autonomy/Dependence											
Would prefer to make own training arrangements	(127)	(33)									
Would prefer staff to make training arrangements	(27)	(115)									
Who Made Training vs. Placement Decision											
Client	(113)	(90)	-	-	-						
Joint decision or staff	(38)	(73)	-	-	-						
Availability of Staff Information											
Staff gave needed information	(140)	(145)	-	-	-						
Staff sometimes withheld needed information	(14)	(20)	-	-	-						
Quality of Staff Information											
Staff's information was good	(118)	(88)	-	-	-						
Respondent sometimes had better information	(36)	(74)	-	-	-						
Best Source of Occupational Information											
Friends and relatives	(21)	(26)	-	-	-				-	-	-
People in and employers of occupation	(47)	(45)	-	-	-				-	-	-
Previous education and/or work experience	(25)	(29)	-	-	-				-	-	-
Vendor visits and telephone conversations	(35)	(30)	-	-	-				-	-	-
Other: WIN staff, media, other organizations	(26)	(33)	-	-	-				-	-	-
Who Made Training Occupation Decision											
Client	(118)	(90)	-	-	-	-	-	-			
Joint decision or staff	(36)	(73)	-	-	-	-	-	-			
Training Occupation											
Professional, technical, administrative	(21)	(14)	-	-	-	-	-	-			
Clerical	(79)	(58)	-	-	-	-	-	-			
Foreman, craftsman, operatives	(36)	(23)	-	-	-	-	-	-			
Service	(26)	(34)	-	-	-	-	-	-			
Best Source of Vendor Information											
Friends, relatives, people working in occupation, students of vendor	(34)	(28)	-	-	-	-	-	-			
Talks with WIN staff, WIN school list	(15)	(61)	-	-	-	-	-	-			
Vendor	(78)	(58)	-	-	-	-	-	-			
Other: media, organizations	(27)	(23)	-	-	-	-	-	-			
R^2	(-)	(-)	.13	.08	.11	.38	.35	.32	.30	.26	.57

TABLE A-4

REGRESSION ESTIMATES OF INFLUENCES ON RESPONDENTS' PERCEPTIONS OF VOCATIONAL INFORMATION

	(a) V	(a) a	Friends and Relatives V .14	Friends and Relatives V .14	Friends and Relatives a .16	People in and Employers of Occupation V .31	People in and Employers of Occupation V .31	People in and Employers of Occupation a .30	Previous Education and/or Work Experience V .16	Previous Education and/or Work Experience V .16	Previous Education and/or Work Experience a .16	Vendor Visits and Telephone Conversations V .15	Vendor Visits and Telephone Conversations V .15	Vendor Visits and Telephone Conversations a .16	Other: VRS Staff, Radio, Other Organizations V .17	Other: VRS Staff, Radio, Other Organizations V .17	Other: VRS Staff, Radio, Other Organizations a .20
Item																	
A.																	
B.																	
C.																	
D.																	
E.																	
F.																	
G.																	
H.																	
I.																	
A.																	
Sex/Program Status																	
Male																	
Female-mandatory																	
Female-voluntary																	
Education																	
Less than 12 years																	
12 years																	
More than 12 years																	
Age																	
18-25 years																	
26 years or more																	
Number of Respondents																	
None or 1																	
2 or 3																	
4 or more																	
Occupation in Mind at Start																	
Professional, technical, administrative																	
Clerical																	
Foreman, craftsman, operatives																	
Service																	
No occupation in mind																	
Preferences for Autonomy/Dependency																	
Would prefer to make own training arrangements	(137)	(38)	02	02	-.05	-.01	-.02	-.03	01	00	-.03	-.00	-.00	-.00	-.01	-.01	10
Would prefer staff to make training arrangements	(37)	(119)	-.12	-.10	01	05	07	00	-.03	-.01	01	01	01	02	04	04	-.04
Who Made Training vs. Placement Decision																	
Client	(115)	(38)	-.01	-.01	-.05	-.05	-.05	-.05	-.00	-.00	-.00	-.00	-.00	-.02	-.03	-.03	-.00
Joint decision or staff	(38)	(73)	05	03	05	-.13	-.13	-.07	02	01	-.00	-.01	01	-.02	05	07	-.00
Availability of Staff Information																	
Staff gave needed information	(149)	(149)	-.00	-.00	01	01	00	-.00	01	01	01	00	00	-.02	-.02	-.02	00
Staff sometimes withheld needed information	(14)	(28)	01	05	-.07	-.07	-.05	01	-.12	-.14	-.00	-.05	-.05	13	23	28	-.00
Quality of Staff Information																	
Staff information was good	(118)	(99)	-.00	-.00	-.00	00	01	-.00	-.04	-.04	-.04	04	03	04	00	00	-.00
Respondent sometimes had better information	(50)	(74)	01	01	00	-.02	-.03	00	13	14	04	-.11	-.11	-.00	-.01	-.01	00
R^2	(-)	(-)	.10	.05	.00	.00	.07	.11	.17	.15	.13	.10	.08	.14	.05	.10	.12

TABLE A-4

[illegible]

	N	%	Professional, Technical and Administrative			Clerical			Persons, Craftsmen and Operatives			Service		
			(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)	(12)
Age														
[illegible]														
Educational Status														
Male														
Female-secondary														
Female-elementary														
Education														
Less than 12 years														
12 years														
More than 12 years														
Age														
18-40 years														
41 years or more														
Number of Dependents														
None or 1														
2 or 3														
4 or more														
Occupation in Which at Start														
Professional, technical and administrative														
Clerical														
Persons, craftsmen and operatives														
Service														
No occupation in mind														
Preference for Agency/Department														
Would prefer to make own training arrangements														
Would prefer staff to make training arrangements														
Who Made Decision re. Placement Decision														
Client														
Joint decision or staff														
Qualification of Staff Information														
Staff gave needed information														
Staff sometimes withheld needed information														
Quality of Staff Information														
Staff information was good														
Respondent sometimes had better information														
Most Source of Occupational Information														
Friends and relatives														
People in and employees of occupation														
Previous education and/or work experience														
Vocational visits and telephone conversations														
Others: YMCA staff, media, other organizations														
Respondent's Estimate of Hourly Pay in Occupation														
$100-120 per week														
$161-200 per week														
More than $200 per week														
Who Made Training Occupation Decision														
Client														
Joint decision or staff														
df	(-)	(-)												

TABLE A-6

REGRESSION ESTIMATES OF INFLUENCES ON RESPONDENTS' PERCEPTIONS OF BEST SOURCES OF VENDOR INFORMATION

	(n) V	(n) R	People: Friends, Relatives, People in Occupation Students of Vendor V .22	People: Friends, Relatives, People in Occupation Students of Vendor V .22	People: Friends, Relatives, People in Occupation Students of Vendor R .13	With: Talks with WIN Staff, WIN School List V .10	With: Talks with WIN Staff, WIN School List V .10	With: Talks with WIN Staff, WIN School List R .37	Vendor V .51	Vendor V .51	Vendor R .36	Other: Media, Organizations V .18	Other: Media, Organizations V .18	Other: Media, Organizations R .14
Time														
A	(-)	(-)	-.13	-	-	-.08	-	-	.25	-	-	.15	-	-
B	(-)	(-)	-.13	-	-	-.08	-	-	.22	-	-	.13	-	-
C	(-)	(-)	.07	-	-	.08	-	-	.13	-	-	.13	-	-
D	(-)	(-)	.01	-	-	.08	-	-	.13	-	-	.13	-	-
E	(-)	(-)	.01	-	-	.08	-	-	.13	-	-	.13	-	-
F	(-)	(-)	.13	-	-	.08	-	-	.13	-	-	.13	-	-
G	(-)	(-)	.13	-	-	.08	-	-	.13	-	-	.13	-	-
H	(-)	(-)	.13	-	-	.08	-	-	.13	-	-	.13	-	-
I	(-)	(-)	.13	-	-	.08	-	-	.13	-	-	.13	-	-
J	(-)	(-)	.13	-	-	.08	-	-	.13	-	-	.13	-	-
Sex/Program Status														
Male	(36)	(25)	-.16	-.08	-.11	.08	.05	.11	-.19	-.19	-.28	.08	.05	.11
Female-mandatory	(57)	(32)	.13	.12	.16	.08	.08	.08	-.06	-.06	-.10	.08	.05	.08
Female-voluntary	(80)	(70)	.03	.03	.10	.08	.08	.08	-.06	-.06	-.10	.08	.05	.08
Education														
Less than 12 years	(34)	(25)	.06	.05	.01	.08	.08	.08	-.13	-.01	.01	.07	.04	.08
12 years	(99)	(65)	.00	.01	.06	.08	.01	.08	.06	.01	.01	.01	.01	.02
More than 12 years	(27)	(38)	-.06	-.10	.03	.04	.01	.08	.06	.05	-.05	.01	.01	.02
Age														
18-29 years	(97)	(68)	.01	.01	.03	-.08	.08	.08	.01	.01	-.02	.01	.02	.04
30 years or more	(57)	(65)	-.01	-.01	.05	.08	.08	.04	-.02	-.02	.03	.01	.03	.04
Number of Dependents														
None or 1	(58)	(38)	.07	.05	.03	-.03	.05	.06	.06	.04	.06	.08	.02	.04
2 or 3	(99)	(56)	.02	.03	.01	.01	.01	.04	.06	.03	.01	.03	.03	.04
4 or more	(18)	(16)	.07	.06	.04	.02	.05	.01	.08	.01	.14	.05	.03	.10
Preference for Autonomy/Dependency														
Would prefer to make own training arrangements	(127)	(32)	.08	.01	.04	-.02	-.03	-.13	.01	.01	.05	-.08	-.08	-.05
Would prefer staff to make training arrangements	(27)	(115)	-.02	-.04	-.01	.11	.08	.04	-.07	-.05	-.01	-.01	.01	-.01
Who Made Training vs. Placement Decision														
Client	(115)	(58)	.01	.01	.03	.02	.02	-.05	-.01	-.08	-.08	-.03	-.01	-.02
Joint decision or staff	(39)	(73)	-.04	-.03	-.04	-.05	-.04	.07	.03	.01	.08	.07	.04	.05
Availability of Staff Information														
Staff gave needed information	(140)	(143)	.01	.01	.01	-.01	-.01	-.06	-.01	-.01	.02	.01	.00	-.01
Staff sometimes withheld needed information	(14)	(20)	-.13	-.11	-.08	.06	.05	.13	.13	.08	-.11	-.05	-.03	.07
Quality of Staff Information														
Staff information was good	(118)	(58)	-.04	-.03	-.03	.02	.02	-.02	.01	.01	.04	.01	.01	.01
Respondent sometimes had better information	(36)	(74)	.12	.11	.03	-.05	-.06	.01	-.03	-.03	-.04	.04	.02	.01
Who Made Training Occupation Decision														
Client	(118)	(58)	.00	.00	.01	-.04	-.05	-.08	.03	.03	.05	.01	.02	.04
Joint decision or staff	(36)	(73)	-.00	-.01	-.01	.14	.15	.12	-.10	-.09	-.14	-.04	-.06	-.07
Training Occupation														
Professional, technical and administrative	(21)	(28)	.02	.01	.14	.05	.03	.09	.01	.04	.13	.03	.01	.03
Clerical	(73)	(61)	.06	.06	.06	.03	.04	.11	.01	.01	.00	.02	.01	.03
Foreman, craftsmen and operatives	(35)	(35)	.13	.08	.05	.03	.04	.02	-.07	-.07	-.09	.02	.00	.01
Service	(34)	(25)	.00	.00	.05	.03	.02	.09	.03	.05	.08	.02	.02	.07
R^2	(-)	(-)	.18	.14	.14	.19	.15	.29	.11	.06	.15	.08	.05	.13

TABLE A-7

REGRESSION ESTIMATES OF INFLUENCES ON INVENTORY RANKING FOR CHOOSING SELECTED TRAINING VENDOR

	Quality[a]				Convenience[a]				Only Training or Vendor Known for Desired Occupation				VOC ED
	V .16	V .16	V .16	B .12	V .16	V .16	V .16	B .16	V .12	V .12	V .12	B .12	B .16
Race													
a													
b													
c													
d													
e													
f													
g													
h													
i													
j													
Sex/Presence Status													
Male													
Female-voluntary													
Female-involuntary													
Education													
Less than 12 years													
12 years													
More than 12 years													
Age													
16-29 years													
30 years or more													
Number of Dependents													
None or 1													
2 or 3													
4 or more													
Preference for Decision/Dependents													
Would prefer to make own training arrangements	(27)	(8)											
Would prefer staff to make training arrangements	87	(19)											
Who Made Training vs. Placement Decision													
Client	(15)												
Joint decision or staff	85	98											
Availability of Staff Information													
Staff gave needed information	(74)	(84)											
Staff sometimes withheld needed information	(26)	(16)											
Quality of Staff Information													
Staff information was good	83	97											
Respondent sometimes had better information	(17)	(3)											
Who Made Training Commuting Decision													
Client	(13)												
Joint decision or staff	87	98											
Training Counselor													
Professional, technical and administrative	(21)	(3)											
Clerical													
Foreman, craftsmen and operatives													
Service													
Best Source of Vendor Information													
Friends, relatives, people working in occupation, students at vendor													
Talks with VTAE staff, VTAE school list													
Vendor													
Other: media, organizations													
Who Made School Decision													
Client	(13)	(8)											
Joint decision or staff	(19)	(8)											
FTC Booklet													
Respondent interpreted booklet correctly													
Respondent interpreted booklet incorrectly													
Respondent did not receive booklet													
R^2	(-)	(-)	.40	.27	.14	.23	.32	.15	.14	.10	.38	.39	.38	.15	.40

[a]Each of the variables QUALITY, CONVENIENCE, and ONLY TRAINING KNOWN constituted with its dichotomous negative dummy (e.g., NOT QUALITY) a separate dummy variable set. Regression coefficients predicting to the negative dummy variable have the same values as those given, but with opposite signs. Grand means for the negative dummy variable equal 1.00 minus the grand mean shown (e.g., the mean for Negative respondents on NOT QUALITY is 1.00 - .83 = .17).

TABLE A-6

REGRESSION ESTIMATES OF INFLUENCES ON CHOICES OF TRAINING VENDORS

		Public					Private: Business/ Commercial					Private: National/Mutual Aliied, Industrial/Transportation, Personal Services				
	v (2) / n	v .46	v .49	v .40	b .40	b .46	v .30	v .31	v .34	b .39	b .35	v .33	v .40	v .46	b .23	b .38
Age																
a																
b																
c																
d																
e																
f																
g																
h																
i																
j																
Sex/Presence Status																
Male																
Female-mandatory																
Female-voluntary																
Education																
Less than 12 years																
12 years																
More than 12 years																
Age																
18-29 years																
30 years or more																
Number of Dependents																
None or 1																
2 or 3																
4 or more																
Preferences for Autonomy/Dependence																
Would prefer to make own training arrangements	(137)	(82)														
Would prefer staff to make training arrangements	(87)	(115)														
Who Made Training vs. Placement Decision																
Client	(115)	(96)														
Joint decision or staff	(93)	(95)														
Availability of Staff Information																
Staff gave needed information	(142)	(163)														
Staff sometimes withheld needed information	(4)	(8)														
Quality of Staff Information																
Staff information was good	(113)	(98)														
Respondent sometimes had better information	(6)	(9)														
Who Made Training Occupation Decision																
Client	(118)	(98)														
Joint decision or staff	(90)	(93)														
Training Occupation																
Professional, technical and administrative	(33)	(28)														
Clerical	(33)	(33)														
Foreman, craftsmen and operatives	(33)	(33)														
Service	(33)	(33)														
Best Sources of Vendor Information																
Friends, relatives, people working in occupation, students of vendor	(33)	(33)														
Talks with VIB staff, VIB school list	(33)	(33)														
Vendor	(33)	(33)														
Other: media, organizations	(33)	(33)														
Who Made School Decision																
Client	(115)	(81)														
Joint decision or staff	(93)	(83)														
FTC Booklet																
Respondent interpreted booklet correctly	(33)	(33)														
Respondent interpreted booklet incorrectly	(33)	(33)														
Respondent did not receive booklet	(33)	(33)														
School Choice Reasons																
Quality mentioned	(61)	(56)														
Quality not mentioned	(33)	(33)														
School Choice Reasons																
Convenience mentioned	(84)	(82)														
Convenience not mentioned	(33)	(33)														
School Choice Reasons																
Only training/vendor known mentioned	(10)	(97)														
Only training/vendor known not mentioned	(33)	(33)														
School Choice Reasons																
VIB sent or urged mentioned	(-)	(33)														
VIB sent or urged not mentioned	(-)	(33)														
R^2	(-)	(-)	.35	.33	.39	.33	.37	.31	.37	.40	.40	.30	.30	.30	.36	.36

APPENDIX B

PATH ANALYSIS OF RELATIONSHIPS BETWEEN SEX/PROGRAM STATUS, EDUCATION, OCCUPATION IN MIND, AND TRAINING OCCUPATIONS CHOSEN BY VOUCHER RECIPIENTS

Path analysis is a statistical technique by which the results of regression analyses can be utilized to estimate both the direct and indirect effects of variables in a causal model on the dependent variable.

The causal model selected for use in the analysis reported here is shown in Figure B-1. It can be seen that sex/program status and education can each affect occupation in mind directly, and each can affect training occupation directly. Occupation in mind can also affect training occupation in mind directly. At the same time, sex/program status and education can each affect training occupation indirectly through each other as well as through occupation in mind.

Sex/program status, education, and occupation in mind are, of course, groups of variables each consisting of several dummy variables (e.g., sex/program status includes, as separate dummy variables Male, Female-mandatory, and Female-voluntary). Since there were a total of 6 independent variables in the sex/program status and education groups as well as 4 dependent variables in the training occupation group, a total of 24 causal models was involved in the analysis effort. An elaborated diagram showing the direct effects possible in these models is provided in Figure B-2.

The results of the path analyses are provided in Tables B-1 through B-4. In these tables the direct effects of sex/program status and education variables are shown as path regression coefficients (unstandardized) in columns B, C and F. Total indirect effects (TIE), shown in column E represent values which summarize the joint effects on the dependent variable of all of the possible indirect effects.

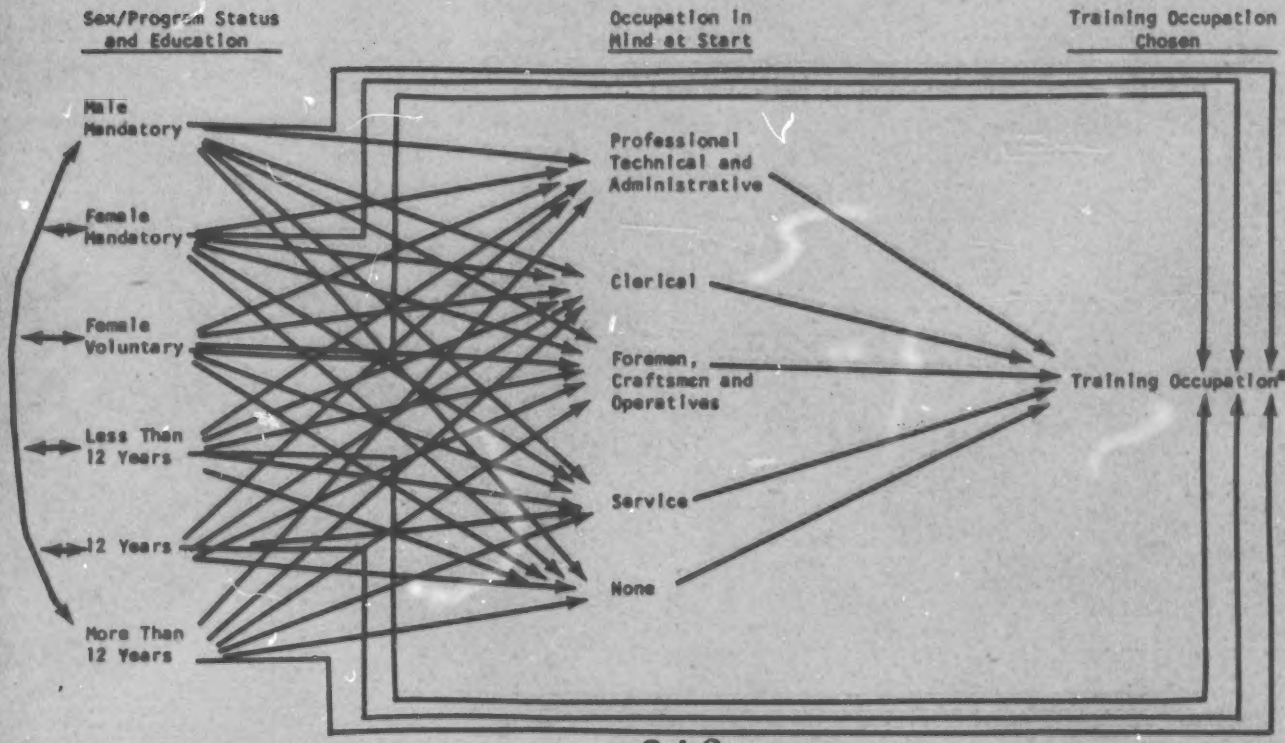
TABLE B-1

DIRECT AND INDIRECT INFLUENCES OF SEX/PROGRAM STATUS, EDUCATION AND OCCUPATION IN MIND AT START ON CHOICE OF A PROFESSIONAL, TECHNICAL, ADMINISTRATIVE TRAINING OCCUPATION

Demographics (Sex/Program Status) (Education)	Direct Effects, Demographics on Occupation Choice	Direct Effects, Demographics on Occupation in Mind	Occupation in Mind	(T1E) Total Indirect Effects, Demographics on Occupation Choice	Direct Effects, Occupation in Mind on Occupation Choice
Male	.10			.08	
		.01	PTA		.46
		-.28	CLER		-.08
		.42	BLUCO		-.17
		-.11	SERV		-.14
		-.04	NONE		.04
Mandatory-female	-.03			.07	
		.10	PTA		.46
		.09	CLER		-.08
		-.22	BLUCO		-.17
		.07	SERV		-.14
		-.04	NONE		.04
Voluntary-female	-.03			-.16	
		-.05	PTA		.46
		.08	CLER		-.08
		-.09	BLUCO		-.17
		.02	SERV		-.14
		.03	NONE		.04
Less than 12 years	.00			-.07	
		-.09	PTA		.46
		.03	CLER		-.08
		.11	BLUCO		-.17
		-.03	SERV		-.14
		-.02	NONE		.04
12 years	-.03			-.11	
		-.02	PTA		.46
		.02	CLER		-.08
		-.03	BLUCO		-.17
		.02	SERV		-.14
		.01	NONE		.04
More than 12 years	.10			.16	
		.19	PTA		.46
		-.11	CLER		-.08
		-.02	BLUCO		-.17
		-.05	SERV		-.14
		-.01	NONE		.04

FIGURE B-2

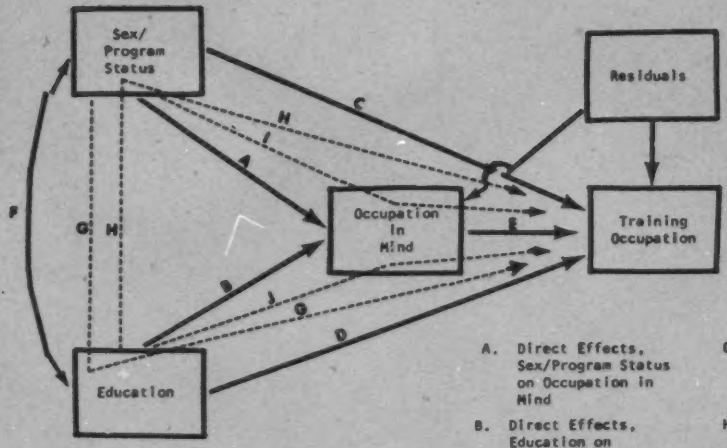
PATH MODEL OF INFLUENCE OF SEX/PROGRAM STATUS, EDUCATION AND OCCUPATION IN MIND AT START ON CHOICE OF BLUE-COLLAR TRAINING OCCUPATION



[a]A similar schematic diagram can be constructed for each of the 4 training occupation variables (i.e.; Professional, Technical & Administrative; Clerical; Foremen, Craftsmen & Operatives; Service).

FIGURE B-1

GENERAL PATH MODEL OF INFLUENCES OF SEX/PROGRAM STATUS, EDUCATION AND OCCUPATION IN MIND ON CHOICE OF TRAINING OCCUPATION



A. Direct Effects, Sex/Program Status on Occupation in Mind

B. Direct Effects, Education on Occupation in Mind

C. Direct Effects, Sex/Program Status on Training Occupation

D. Direct Effects, Education on Training Occupation

E. Direct Effects, Occupation in Mind on Training Occupation

F. Correlation of Sex/Program Status and Education

G. Indirect Effects on Training Occupation of Sex/Program Status Through Education

H. Indirect Effects on Training Occupation of Education Through Sex/Program Status

I. Indirect Effects on Training Occupation of Sex/Program Status Through Occupation in Mind

J. Indirect Effects on Training Occupation of Education Through Occupation in Mind

TABLE 8-2

DIRECT AND INDIRECT INFLUENCES OF SEX/PROGRAM STATUS, EDUCATION AND OCCUPATION IN MIND AT START ON CHOICE OF A CLERICAL TRAINING OCCUPATION

Demographics (Sex/Program Status) (Education)	Direct Effects, Demographics on Occupation Choice	Direct Effects, Demographics on Occupation in Mind	Occupation in Mind	(TIE) Total Indirect Effects, Demographics on Occupation Choice	Direct Effects, Occupation in Mind on Occupation Choice
Male	-.14			-.28	
		.01	PTA		-.20
		-.28	CLER		.38
		.42	BLUCO		-.34
		-.11	SERV		-.28
		-.04	NONE		.07
Mandatory-female	.04			.02	
		.10	PTA		-.20
		.09	CLER		.38
		-.22	BLUCO		-.34
		.07	SERV		-.28
		-.04	NONE		.07
Voluntary-female	.06			.27	
		-.05	PTA		-.20
		.68	CLER		.38
		-.09	BLUCO		-.34
		.02	SERV		-.28
		.03	NONE		.07
Less than 12 years	-.01			-.02	
		-.09	PTA		-.20
		.03	CLER		.38
		.11	BLUCO		-.34
		-.03	SERV		-.28
		-.02	NONE		.07
12 Years	.01			.14	
		-.02	PTA		-.20
		.02	CLER		.38
		-.03	BLUCO		-.34
		.02	SERV		-.28
		.01	NONE		.07
More than 12 years	-.02			-.14	
		.19	PTA		-.20
		-.11	CLER		.38
		-.02	BLUCO		-.34
		-.05	SERV		-.28
		-.01	NONE		.07

TABLE B-3

DIRECT AND INDIRECT INFLUENCES OF SEX/PROGRAM STATUS, EDUCATION AND OCCUPATION IN MIND AT START OF CHOICE OF A BLUE COLLAR (FOREMEN, CRAFTSMEN AND OPERATIVES) TRAINING OCCUPATION

Demographics (Sex/Program Status) (Education)	Direct Effects, Demographics on Occupation Choice	Direct Effects, Demographics on Occupation in Mind	Occupation in Mind	(Tie) Total Indirect Effects, Demographics on Occupation Choice	Direct Effects, Occupation in Mind on Occupation Choice
Male	.04			.46	
		.01	PTA		-.14
		-.28	CLER		-.17
		.42	BLUCO		.71
		-.11	SERV		-.28
		-.04	NONE		-.07
Mandatory-female	.00			-.16	
		.10	PTA		-.14
		.09	CLER		-.17
		-.22	BLUCO		.71
		.07	SERV		.28
		.04	NONE		-.07
Voluntary-female	-.02			-.27	
		-.05	PTA		-.14
		.08	CLER		-.17
		-.09	BLUCO		.71
		.02	SERV		-.28
		.03	NONE		-.07
Less than 12 years	.03			.09	
		-.09	PTA		-.14
		.03	CLER		-.17
		.11	BLUCO		.71
		-.03	SERV		-.28
		-.02	NONE		-.07
12 years	.01			-.14	
		-.02	PTA		-.14
		.02	CLER		-.17
		-.03	BLUCO		.71
		.02	SERV		-.28
		.01	NONE		-.07
More than 12 years	-.06			.10	
		.19	PTA		-.14
		-.11	CLER		-.17
		-.02	BLUCO		.71
		.05	SERV		-.28
		-.01	NONE		-.07

TABLE B-4

DIRECT AND INDIRECT INFLUENCES OF SEX/PROGRAM STATUS, EDUCATION AND OCCUPATION IN MIND AT START ON CHOICE OF A SERVICE TRAINING OCCUPATION

Demographics (Sex/Program Status) (Education)	Direct Effects, Demographics on Occupation Choice	Direct Effects, Demographics on Occupation in Mind	Occupation in Mind	(TIE) Total Indirect Effects, Demographics on Occupation Choice	Direct Effects, Occupation in Mind on Occupation Choice
Male	.00			-.17	
		.01	PTA		-.13
		-.28	CLER		-.14
		.42	BLUCO		-.16
		-.11	SERV		.68
		-.04	NONE		-.05
Mandatory-female	-.02			.09	
		.10	PTA		-.13
		.09	CLER		-.14
		-.22	BLUCO		-.16
		.07	SERV		.68
		.04	NONE		-.05
Voluntary-female	.01			.07	
		-.05	PTA		-.13
		.08	CLER		-.14
		-.09	BLUCO		-.16
		.02	SERV		.68
		.03	NONE		-.05
Less than 12 years	-.03			.00	
		-.09	PTA		-.13
		.03	CLER		-.14
		.11	BLUCO		-.16
		-.03	SERV		.68
		-.02	NONE		-.05
12 years	.01			.07	
		-.02	PTA		-.13
		.02	CLER		-.14
		-.03	BLUCO		-.16
		.02	SERV		.68
		.01	NONE		-.05
More than 12 years	-.01			-.06	
		.19	PTA		-.13
		-.11	CLER		-.14
		-.02	BLUCO		-.16
		-.05	SERV		.68
		-.01	NONE		-.05

APPENDIX C

SELF-ASSESSMENT

Note: This appendix is a condensation of the Self-Assessment Forms available to voucher recipients in Portland. All headings are shown; the actual forms provided ample space for use by the voucher recipients in listing the information called for.

I. WHAT THINGS HAVE I DONE TO ANY DEGREE OF SUCCESS?

PAID	UNPAID
STUDY	**PLAY**

II. WHAT THINGS HAVE I DONE THAT OTHERS HAVE COMMENDED ME FOR?

PAID	UNPAID
STUDY	**PLAY**

QUESTION III, PART I WORK HISTORY

(List all the jobs you have ever held, to use as a reminder for the second part of this question).

PAID JOBS

VOLUNTEER WORK

QUESTION III, PART 2

JOB TITLE	WHAT DID YOU DO?	WHAT MANNER DID YOU DO IT? (Speed? Quality?) WHAT SPECIAL THINGS DID YOU DO? WHAT PROBLEMS DID YOU SOLVE? (Problem/effort/result--'What was the 'profit' from your effort?')
Example: Paper boy	Delivered early morning and Sunday paper	Set up a new routing, so that I was able to deliver 150 papers in half the time of the last carrier.
	Cared for special needs of customers	always made sure that the paper was placed in a dry place so customers were pleased--got bonuses at Christmas from customers for my services
	Tried to expand my route	left a little card with my name on it so that pleased customers passed my name on to newcomers; increased route by 20 customers in this manner.

IV. WHAT KINDS OF EQUIPMENT CAN I OPERATE?

V. WHAT THINGS WOULD I LIKE TO DO?

VI. WHAT ARE THE THINGS THAT I DON'T LIKE TO DO?

APPENDIX D, PART I

VOUCHER RECIPIENT INTERVIEW SCHEDULE

STUDY OF VOUCHERS FOR TRAINING

Interviewer _____ Time Started _____ ID No. _____

1. From whom did you first learn that WIN had this money for training? [Probe for relationship to respondent or position in community.]

2. Did the WIN staff tell you that they had money for training vouchers right away or did they tell you about training only after you had talked quite a bit about kinds of work you wanted to do in the future?

Told of funds at start. . . 0

Told later. 1

3. What occupation did you decide to get training for?

4. When you began talking about training with the staff at the WIN office did you already have some particular occupation in mind that you wanted to get training for?

No . . .SKIP TO Q. 6 0

Yes. . .ASK Q. 5 1

5. What occupation was that?

6. When you first got the voucher, did you think about using it for getting training for other kinds of work?

No . . .SKIP TO Q. 14. 0

Yes. . .ASK Q's 7-13 1

BSSR: 538
5/30/74

7. What were some of the other occupations you thought about?

1. _____

2. _____

3. _____

8. What led you to decide against getting training for occupation 1 ?

9. What did the WIN staff tell you about occupation 1 ?

10. What led you to decide against getting training for occupation 2 ?

11. What did the WIN staff tell you about occupation 2 ?

12. What led you to decide against getting training for occupation 3 ?

13. What did the WIN staff tell you about occupation 3 ?

14. Do you feel that there is some occupation other than ___training occupation___ that would be better for you?

No . . .SKIP TO Q. 18. . . 0

Yes . .ASK Q.'s 15-17 . . 1

15. What is that?

16. In what ways do you think ___preferred occupation___ would be better for you?

17. How did it happen that you didn't use the voucher money to get training for being a ___preferred occupation___?

18. Would you have chosen some other kind of training, if you could have had more than one year for it?

No. . . . . .SKIP TO Q 21 . . 0

Yes . . . . . .ASK Q's 19-20. . 1

Don't know. . .SKIP TO Q. 21. . 2

19. What would you have chosen?

20. Why would you chose that kind of training?

21. We're interested in finding out more about how people make decisions about their own occupations and what they know about different aspects of the work they have chosen. For example, is that generally full-time or part-time work?

Full-time . . . 0

Part-time . . . 1

Mixed 2

Don't know. . . 3

22. Is that steady work or do people in it have problems with lay-offs?

Steady. 0

Lay-off problems. . . 1

Don't know. 2

23. About what do workers in __training occupation__ get paid to start?

$_____ per _____

24. About how much do people in that line of work make after they have five years experience?

$_____ per _____

25. As far as you know, is that an occupation that people usually learn mainly in classes, at work by being shown how, or in an apprenticeship?

In school 0
At work 1
Apprenticeship. . . 2
Don't know. 3

26. As far as you know, is that work usually done mainly by men or mainly by women?

Mainly men. 0
Mainly women. 1
Both about equally. . . 2
Don't know. 3

27. Do you know of other jobs that you could move up to from ___training occupation___ as you get more experienced?

No . . .SKIP TO Q. 29 0
Yes. . .ASK Q. 28 1

28. What are some of them?

How did you get the information you have about ___training occupation___?

		No	Yes
29.	Did you talk with friends and relatives?	0	1
30.	Did you talk to people doing that kind of work?	0	1
31.	Did you talk to employers who hire people to do that work?.	0	1
32.	Did you talk with the WIN staff?.	0	1
33.	Did you read about it in one of the booklets like this one? [Show OES pamphlet].	0	1
34.	Did you read about it in newspapers or magazines?	0	1
35.	Did you read about it in books?	0	1

36. How else did you get information about ___training occupation___?

37. What was the one best source of information about what people working as ___training occupation___ actually do on their jobs?

38. What did you learn that made it the most important source of information?

39. Do you feel that you still need to know more about working as a ___training occupation___?

No . . .SKIP TO Q. 41 0

Yes. . .ASK Q. 40 1

40. What do you need to know more about?

Now I'd like to ask a few questions about how you found out about the schools in the Portland area and how you chose the school where you will be getting training. For example,

41. Where are you getting your training?

42. About how long will it last, altogether?

_____
Specify: weeks months years

43. And about how much will it cost, including supplies and school expenses as well as tuition? $_____

How did you get the information you have about ___vendor___?

		No	Yes
44.	Did you talk with relatives and friends?	0	1
45.	Did you talk with people who work as ___training occupation___ about ___vendor___?	0	1
46.	Did you talk with the WIN staff?	0	1
47.	Did you find out about it from a list of schools like this one that the WIN staff gave you? [Show school list] . . .	0	1
48.	Did you read about it in the newspaper?	0	1
49.	Did you read about it in magazines?	0	1
50.	Did you find out about it from the yellow pages of the phone book?	0	1
51.	Did you talk with any students who were getting training as ___training occupation___ there?	0	1
52.	Did you talk with any of the staff members at ___vendor___ before you decided to enroll?	0	1

53. How else did you get information about ___vendor___?

54. What was the one best source of information you had about ___vendor___?

55. What did you learn that made that the most important source of information?

56. All things considered, what was your most important reason for deciding to take your training from ___vendor___?

57. Could you tell me some other things you thought about in deciding to get your training there?

58. Did you consider getting the training at other schools?

No . . .SKIP TO Q. 66. . . . 0

Yes. . .ASK Q's 59-65. . . . 1

59. What other schools did you think about?

1. _____

2. _____

3. _____

60. How did it happen that you decided not to get training at __school 1__?

61. What did the WIN staff tell you about __school 1__?

62. How did it happen that you decided not to get training at __school 2__?

63. What did the WIN staff tell you about __school 2__?

64. How did it happen that you decided not to get training at __school 3__?

65. What did the WIN staff tell you about __school 3__?

66. In the materials the staff at the WIN office gave you, did you get a booklet like this one? [Show respondent the FTC booklet. Do not let him browse.]

No . . .SKIP TO Q. 68 . . . 0

Yes. . . ASK Q. 67 1

67. What would you say that the main point is that the booklet is trying to make?

Reasonably correct answer 0
How schools mislead, how to judge schools and check on their reputation, what to do if ripped off

Response mentioned none of these points 1

68. Did you visit or talk with employers who hire people in __training occupation__ before you decided to take training from __vendor__?

No . . .SKIP TO Q. 72 0

Yes. . .ASK Q 69. 1

69. Did you ask them whether they hire people particularly because they had training at __vendor__?

No . . . SKIP TO Q. 72 .0

Yes. . ASK Q.'s 70-71. . 1

70. Do they hire people because they had training from __vendor__?

No. . . . 0

Yes . . . 1

71. Did you ask how many people from __vendor__ they actually hired last year?

No . . . 0

Yes. . . 1

72. Was there a school outside the Portland area that you would rather have gone to for your training?

No 0
Yes. 1
Don't know . . . 2

73. If you could go to school outside the Portland area, would you choose another occupation?

No. 0
Yes 1
Don't know. . . 2

74. Did you get a check for money to use for transportation and lunches while you were looking for training?

No. . . . . .SKIP TO Q. 77. . . 0
Yes . . . . . .ASK Q. 75. 1
Don't know. . .SKIP TO Q. 77. . . 2

75. Was that enough for you to do as much looking around as you needed to do?

No. . . . . .ASK Q. 76. 0
Yes . . . . . .SKIP TO Q. 77. . . 1
Don't know. . .SKIP TO Q. 77. . . 2

76. Did you need more money for the days you were looking around, or did you need more days to look around?

More per day. . . 0
More days 1
Both. 2
Don't know. . . . 3

77. Now: We have talked quite a bit about what you did. But we are also interested in how you felt about some of the things you were doing. For instance, thinking back on your meetings with the WIN staff, do you think you needed more guidance from your counselor?

No. . . . . .Skip to Q.79 . . 0
Yes . . . . . .Ask Q.78 1
Don't know. . .Skip to Q.79 . . 2

78. What did you need more guidance on?

79. Next, I'd like to read a list of problems others have had in getting the training they wanted. As I read each one, would you tell me whether that was really a problem for you, only a bit of a problem for you, or no problem at all for you personally? For example, how about not being able to get more than one year of training paid for?

	Real Problem	Some Problem	No Problem	Does Not Apply
80. Finding registration was already closed in the occupation you really wanted.	1	2	3	4
81. Finding that you could not get started with training right away.	1	2	3	4
82. Explaining to school officials that the voucher meant that you could take training in any occupation you wanted.	1	2	3	4
83. Explaining to school officials how they would be paid by the state.	1	2	3	4
84. Having too little time to think about different kinds of work or to look for places to get training.	1	2	3	4
85. Not being able to get training outside the Portland area.	1	2	3	4
86. Getting a clear idea of what kinds of work you might be suited to do.	1	2	3	4
87. Getting a clear idea of the kinds of jobs people can get training for in Portland.	1	2	3	4
88. Knowing just what kinds of things people do on different jobs.	1	2	3	4
89. Not being able to find any place that gave training in the occupation you wanted.	1	2	3	4

90. There seems to be a great deal of difference in whether people arranged their <u>own</u> training or whether the WIN staff did it <u>for</u> them. When I read you these next statements, will you tell me the number of the statement on this card that best describes how your training was arranged? [HAND RESPONDENT THE "I DID. . . STAFF DID" CARD.]
For example, how was your training occupation chosen?

R	=	S
1	2	3 4 5

91. How was the school chosen? 1 2 3 4 5

92. How did you get whatever information you have about employment prospects and wages? 1 2 3 4 5

93. How about information about actual tasks on jobs, what people actually do in <u>training occupation</u>.
How did you find out what you know about that? 1 2 3 4 5

94. How about deciding to go for training rather than an immediate placement on a job? 1 2 3 4 5

95. Counseling can go several ways. Sometimes the counselors try to convince people to do what the counselor thinks is best for them. Sometimes they leave the decisions on things like occupational choice and schools pretty much up to the individual. How was it with you? Did it seem that the counselor was telling you what to do or leaving the decisions to you?

Was telling me what to do . . . 0

Left on own 1

A bit of both 2

96. In talking to the WIN staff, did you learn anything new about yourself and the kinds of work you might do well, or didn't you learn much that you didn't already know?

Learned new things. 0

Did not learn much new. . . 1

97. Did you feel that you needed more time for counseling?

No. 0

Yes 1

Don't know. . . 2

I am going to read several statements about the use of vouchers and experiences you might have had in the WIN program, especially your experience in the interview with the WIN staff. I would like you to rate these statements on this ladder. [HAND RESPONDENT "AGREE--DISAGREE" LADDER.] Please tell me how much you agree or disagree with each statement by choosing a number on the ladder. You may choose any number for each statement.

Now, if you will, think back to how you felt when you first had the voucher and were actually getting ready to arrange for training. Here is the first statement.

		Disagree			Agree
98.	I thought using vouchers would be very simple . . .	1	2	3	4
99.	It was clear to me that I could use the voucher for any kind of training I could finish within a year.	1	2	3	4
100.	By and large, the staff tried to be helpful	1	2	3	4
101.	When I first got the voucher, I understood how to go about using it.	1	2	3	4
102.	I felt that some of the staff really understood my problems	1	2	3	4
103.	During my meeting with the staff, they told me how I used the voucher was up to me	1	2	3	4
104.	If I was given the opportunity now, I could probably get through college.	1	2	3	4
105.	When I first got the voucher, I wished the staff would make the arrangements for my training rather than my having to use the voucher .	1	2	3	4
106.	During my meeting with the staff, they tried to make me change my mind about the kind of training I wanted	1	2	3	4
107.	The staff was not very helpful in explaining to me how to use the voucher.	1	2	3	4
108.	I feel sure that I will succeed in the training I take	1	2	3	4
109.	I felt good about the meetings with the staff . . .	1	2	3	4
110.	At times the staff had information I needed but wouldn't give it to me.	1	2	3	4
111.	Sometimes the information the staff had wasn't as good as what I already knew.	1	2	3	4

Just one last thing. Here are some statements about how people feel about themselves.

As I read each one, will you tell me from the numbers on this ladder how often you feel that statement is true for you [GIVE RESPONDENT THE "TRUE" LADDER].

112. I take a positive attitude toward myself.	1	2	3	4	5
113. I feel I do not have much to be proud of.	1	2	3	4	5
114. I feel that I have a number of good qualities.	1	2	3	4	5
115. I am able to do things as well as most other people.	1	2	3	4	5
116. Sometimes I think I am no good at all.	1	2	3	4	5
117. I feel that I'm a person of worth, at least on an equal plane with others.	1	2	3	4	5

END OF INTERVIEW

THANK RESPONDENT

Time Finished _____

APPENDIX D, PART II

RELEVANT EXTRACTS FROM REGULAR INTERVIEW SCHEDULE

BSSR: 538

STUDY OF WIN SKILLS TRAINING

R

Introduction

Hello. I'm __interviewer name__ from West Coast Community Surveys. We are doing a study of people who got skill training through the Portland WIN office during the last two years. I have been given your name as one of those people. Could I talk with you about some of your experiences in getting this training?

You may stop the interview at any time and do not have to answer any particular question unless you want to.

The purpose of the study is to find ways to improve the operation of programs like this so that people are more successful. Your own answers will be put together with those of other participants in the program and used for statistical analysis like a public opinion poll. No one except the staff of the study team will see the information you give me. They use special procedures to keep the information confidential. For example, they remove this front sheet with your name on it as soon as they receive this form.

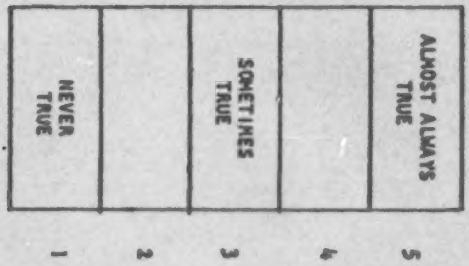
Call Back Record

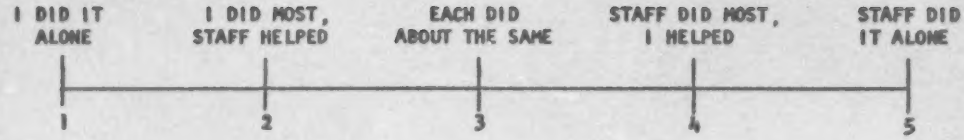
Date	Day							Time			Results		
	S	M	T	W	T	F	Sa	M	A	E	NH	R	C
	S	M	T	W	T	F	Sa	M	A	E	NH	R	C
	S	M	T	W	T	F	Sa	M	A	E	NH	R	C
	S	M	T	W	T	F	Sa	M	A	E	NH	R	C
	S	M	T	W	T	F	Sa	M	A	E	NH	R	C
	S	M	T	W	T	F	Sa	M	A	E	NH	R	C

Respondent_____ Phone _____

Address _____

EXEMPLARS,
INTERVIEWER'S DISPLAY CARDS





STUDY OF WIN SKILLS TRAINING

Interviewer _____ Time Started _____ ID No. _____

2. What occupation are (were) you getting training for?
[GET SPECIFICS]

13. Thinking back now to when you first began talking about training with the staff at the WIN office, did you already have some particular occupation in mind that you wanted to get training for?

No. . SKIP TO Q. 15 0

YES . . ASK Q. 14 1

14. What occupation was that?

15. At that time, did you think about getting training for other kinds of work besides training occupation ?

No. . SKIP TO Q. 23 0

Yes . . ASK Q's 16-22 . . . 1

16. What were some of the other occupations you thought about?

1. _____

2. _____

3. _____

17. What led you to decide against getting training for occupation 1 ?

18. What did the WIN staff tell you about occupation 1 ?

19. What led you to decide against getting training for occupation 2 ?

20. What did the WIN staff tell you about occupation 2 ?

21. What led you to decide against getting training for occupation 3 ?

22. What did the WIN staff tell you about occupation 3 ?

23. At the time, did you feel there was some occupation other than ___training occupation___ that would be better for you?

No. . SKIP TO Q. 27 0

Yes . . ASK Q's 24-26 1

24. What occupation was that?

25. In what ways did you think ___preferred occupation___ would be better for you?

26. How did it happen that you didn't get training for being a ___preferred occupation___ ?

27. I'd like to ask you several questions about __training occupation__. For one thing, we're interested in finding out more about what people know about different aspects of occupations. For example, is __training occupation__ generally full-time or part-time work?

Full-time 0

Part-time 1

Mixed 2

Don't know. . . . 3

28. As far as you know, is that steady work or do people in it have problems with lay-offs?

Steady 0

Lay-off problems 1

Don't know 2

29. About how much do workers in __training occupation__ get paid to start?

$_____ per _____

30. About how much do people in that line of work earn after they have five years' experience?

$_____ per _____

31. As far as you know, is that an occupation that people usually learn mainly in classes, at work by being shown how, or in an apprenticeship?

In school.	0
At work.	1
Apprenticeship	2
Don't know	3

32. As far as you know, is that work usually done mainly by men or mainly by women?

Mainly men	0
Mainly women	1
Both about equally . .	2
Don't know	3

33. Do you know of other jobs that a person could move up to from __training occupation__ with more experience?

No. . SKIP TO Q. 35	0
Yes . . ASK Q. 34	1

34. What are some of them?

		No	Yes
35.	How did you get the information you have about training occupation ? Did you talk with friends and relatives?	0	1
36.	Did you talk to people doing that kind of work?. . .	0	1
37.	Did you talk to employers who hire people to do that work?	0	1
38.	Did you talk with the WIN staff?	0	1
39.	Did you read about it in one of the booklets like this one?.[SHOW OES PAMPHLET].	0	1
40.	Did you read about it in newspapers or magazines?. .	0	1
41.	Did you read about it in books?.	0	1

42. How else did you get information about training occupation ?

43. What was the one best source of information about what people working as training occupation actually do on their jobs?

44. What did you learn that made it the most important source of information?

45. At the time you began your training, did you feel that you needed to know more about working as a __training occupation__ ?

No . . SKIP TO Q. 47 0

Yes. . ASK Q. 46 1

46. What did you need to know more about?

47. Now I'd like to ask a few questions about the school where you are (were) getting training. First, what is the name of the school?

48. About how long will (did) the training last, altogether? [GET LENGTH OF COURSE, NOT R's STAY IN TRAINING.]

[SPECIFY: WEEKS MONTHS YEARS]

49. And about how much will (did) it cost, including supplies and school sxpenses as well as tuition?

$_____

Don't know . . . 9999

		No	Yes
50.	How did you get the information you have about __vendor__ ? Did you talk with relatives and friends?	0	1
51.	Did you talk with people who work as __training occupation__ about __vendor__ ?	0	1
52.	Did you talk with the WIN staff?	0	1
53.	Did you read about it in the newspaper?.	0	1
54.	Did you read about it in magazines?.	0	1
55.	Did you find out about it from the yellow pages of the phone book?	0	1
56.	Did you talk with any students who were getting training as __training occupation__ there?	0	1
57.	Did you talk with any of the staff members at __vendor__ before you decided to enroll?	0	1

58. How else did you get information about ___vendor___ ?

59. What was the one best source of information you had about ___vendor___ ?

60. What did you learn that made that the most important source of information?

61. All things considered, what was the most important reason for getting your training from ___vendor___ ?

62. Did you consider getting the training at other schools?

No. . SKIP TO Q. 70 0

Yes . . ASK Q's 63-69 . . . 1

63. What other schools did you think about?

1. _____

2. _____

3. _____

64. How did it happen that you did not go to __school 1__ ?

65. What did the WIN staff tell you about __school 1__ ?

66. How did it happen you didn't go to __school 2__ ?

67. What did the WIN staff tell you about __school 2__ ?

68. How did it happen that you didn't get training at __school 3__ ?

69. What did the WIN staff tell you about __school 3__ ?

70. Did you visit or talk with employers who hire people in training occupation before you started training at vendor?

No. . SKIP TO Q. 74 0

Yes . . ASK Q. 71 1

71. Did you ask them whether they hire people particularly because they had training at vendor ?

No. . SKIP TO Q. 74 0

YES . . ASK Q's 72-73 . . . 1

72. Do they hire people because they had training from vendor ?

No 0

Yes. 1

73. Did you ask how many people from vendor they actually hired last year?

No 0

Yes. 1

74. Was there a school outside the Portland area that you would rather have gone to for your training?

No 0

Yes. 1

Don't know . 2

75. If you could go (have gone) to a school outside the Portland area, would you choose (have chosen) another occupation?

No 0

Yes. 1

Don't know . 2

Now, we have talked quite a bit about what you did. But we are also interested in how you think about yourself and how you felt about some of the things you were doing.

First, here are some statements about how people feel about themselves.

As I read each one, will you tell me from the numbers on this ladder how often you feel that statement is true for you. [GIVE RESPONDENT THE "TRUE" LADDER.]

76.	I take a positive attitude toward myself.	1	2	3	4	5
77.	I feel I do not have much to be proud of.	1	2	3	4	5
78.	I feel that I have a number of good qualities.	1	2	3	4	5
79.	I am able to do things as well as most other people.	1	2	3	4	5
80.	Sometimes I think I am no good at all.	1	2	3	4	5
81.	I feel that I'm a person of worth, at least on an equal plane with others.	1	2	3	4	5

82. Now a question on your meetings with the WIN staff. Thinking back, do you think you needed more guidance from your counselor?

No . . SKIP TO Q. 84 0

Yes. .ASK Q. 83. 1

Don't know . . SKIP TO Q. 84 . . 2

83. What did you need more guidance on?

84. Next, I'd like to read a list of problems others have had in getting the training they wanted. As I read each one, would you tell me whether that was really a problem for you, only a bit of a problem for you, or no problem at all for you personally. For example, how about not being allowed a greater number of months for training? 1 2 3 4

	Real Problem	Some Problem	No Problem	Does Not Apply
85. Finding registration was already closed in the occupation you really wanted.	1	2	3	4
86. Finding that you could not get started with training right away .	1	2	3	4
87. Explaining to school officials how they would be paid by the state.	1	2	3	4
88. Having too little time to think about different kinds of work and places to get training	1	2	3	4
89. Not being able to get training outside the Portland area.	1	2	3	4
90. Getting a clear idea of what kinds of work you might be suited to do.	1	2	3	4
91. Getting a clear idea of the kinds of jobs people can get training for in Portland.	1	2	3	4
92. Knowing just what kinds of things people do on different jobs	1	2	3	4
93. Not being able to find any-place that gave training in the occupation you wanted.	1	2	3	4

94. There seems to be a great deal of difference in whether people arranged their <u>own</u> training or whether the WIN staff did if <u>for</u> them. When I read you these next statements, will you tell me the number of the statement on this card that best describes how your training was arranged? [HAND RESPONDENT THE "I DID . . . STAFF DID" CARD.] For example, how was your training occupation chosen? 1 2 3 4 5

(1 = I, 5 = Staff)

95. How was the school chosen? 1 2 3 4 5

96. How did you get whatever information you have about employment prospects and wages? 1 2 3 4 5

97. How about information about actual tasks on jobs, what people actually do in <u>training occupation</u>. How did you find out what you know about that? 1 2 3 4 5

98. How about deciding to go for training rather than for immediate placement on a job? 1 2 3 4 5

99. Counseling can go several ways. Sometimes the counselors try to convince people to do what the counselor thinks is best for them. Sometimes they leave the decisions on things like occupational choice and schools pretty much up to the individual. How was it with you? Did it seem that the counselor was telling you what to do or leaving the decisions to you?

Was telling me what to do. . . . 0

Left on own. 1

A bit of both. 2

100. In talking to the WIN staff, did you learn anything new about yourself and the kinds of work you might do well, or didn't you learn much that you didn't already know?

Learned new things. 0

Did not learn much new. . . 1

101. Did you feel that you needed more time for counseling?

No. 0

Yes 1

Don't know. . 2

I am going to read several statements about experiences you might have had in the WIN program, especially your experience in the interview with the WIN staff. I would like you to rate these statements on this ladder. [HAND RESPONDENT "AGREE--DISAGREE" LADDER.] Please tell me how much you agree or disagree with each statement by choosing a number on the ladder. You may choose any number for each statement.

		Disagree			Agree
102.	By and large, the staff tried to be helpful. .	1	2	3	4
103.	I felt some of the staff really understood my problems	1	2	3	4
104.	During my meeting with the staff, they told me that what I got trained for was up to me. .	1	2	3	4
105.	Sometimes the information the staff had wasn't as good as what I already knew.	1	2	3	4
106.	I wished I could have made the arrangements for training by myself rather than the WIN staff doing it	1	2	3	4
107.	During my meeting with the staff, they tried to make me change my mind about the kind of training I wanted.	1	2	3	4
108.	I wished I could have had the final say on what occupation I got training for	1	2	3	4
109.	I felt good about the meetings with the staff.	1	2	3	4
110.	At times the staff had information I needed but wouldn't give it to me	1	2	3	4
111.	If I were given the opportunity now, I could probably get through college	1	2	3	4

END OF INTERVIEW

THANK RESPONDENT

Time Finished _____

APPENDIX E

OCCUPATIONAL CLASSIFICATION[a]

PROFESSIONAL, TECHNICAL AND ADMINISTRATIVE

Professional

Doctors, dentists and veterinarians
Psychologists and psychiatrists
Lawyers and
Engineers and architects
Social Scientists
Life and physical scientists
Economists and finance experts
Cost accountants and CPAs (not accountants)
Education officials (include principals) and specialists
Social workers (include child development)
Librarians
Teachers and tutors

Sub-professional and Technical

Systems analysts and computer programmers (not computer operators)
Designers and artists (Free lance or commercial)
Airline pilots and traffic controllers
Draftsmen
Photographers
Medical technicians, dental technicians and hygienists, and therapists
Counselors, psychology and social science BAs, marriage counselors
Radio and TV announcers
Other
Back to college

Managerial, Administrative and Proprietary

Salaried administrators, managers and supervisors
    Public and nonprofit
    Construction, manufacturing and other industries
    Retail trade or services (include hotel-motel)
    Other n.e.c. salaried managers and administrators
Self-employed managers, administrators, supervisors
Self-employed(include shop owners)
Other managers and administrators
Insurance and real-estate agents
Sales representatives, dealers, merchandisers
Other (include travel agents)

CLERICAL

High Clerical

Executive or chief secretaries
Secretaries (include medical, legal, etc.)
Bookkeepers, accountants, statistical technicians
Bank tellers
Other (include court reporters)

Low Clerical

Ticket agents
Typists, keypunchers, office machine operators
General clerical
Medical ward clerks, medical records technicians
Dispatchers
Receptionists
Other

CRAFTSMEN, OPERATIVES AND WORKERS

Foremen, Craftsmen and Kindred

Foremen
Electricians and electronics technicians
Boilermakers, machinists, pipe-fitters, millwrights and other fabrication
Carpenters, bricklayers, concrete masons and other construction
Agriculture, forestry, horticulture (including florists and soil testers)
Printing, graphics and bookbinding
Other

Operatives and Kindred

Transport operators (truck, ambulance driver)
Auto and motorcycle mechanics
Diesel, aviation and marine mechanics
Mechanical equipment repairmen (office machines, air-conditioning/refrigeration, small engines)
Welders, auto-body repairmen, wire-feed operators
Upholsterers

SERVICE

Service Workers

Sales personnel, retail trade
Meatcutters
Chefs
Decorators
Health and medical aides and assistants, orderlies, practical nurses, therapy aides
Teachers aides and library aides
Beauticians, hairstylists and barbers
Dog groomers
Cooks
Bartenders
Cashiers and checkers
Landscape workers and groundkeepers
Other

---

[a]The occupational classification used in this report was constructed to accommodate occupations reported by respondents rather than as a comprehensive occupational coding scheme. Additionally, requirements to provide sufficiently large numbers of cases in each of the secondary occupational groups had to be met. The primary and secondary occupational groups are listed in the order of an assumed hierarchy of occupational prestige. The hierarchical arrangement of occupational groups is based on approximations to the group medians derived from 1970 estimated prestige scores for specific occupations contained in Lloyd V. Temme, OCCUPATION: MEANINGS AND MEASURES, Washington, D.C.: Bureau of Social Science Research, Inc., June, 1975, Appendix C.

APPENDIX F

CLASSIFICATION OF TRAINING VENDORS

PUBLIC

Clackamas Community College
Mt. Hood Community College
Mt. Hood Community College, Maywood Park
Portland Community College
Portland Community College, Cascade
Portland State University

PRIVATE

Business/Commercial

Advertising Art School
Beaverton Business College
Clark College
Pacific College of Business
Northwest Schools
Northwestern College of Business
Oregon Career Institute
Oregon Polytechnic Institute
Portland Real Estate School
Portland Secretarial College
Real Estate School of Oregon
Western Business College
Williams School of Auto Selling
Receptionist-Switchboard School of Oregon

Medical and Dental Allied

Bryman School
North Pacific Dental and Medical College
Portland Adventist Hospital

Personal Services

Beau Monde College of Beauty
College of Beauty
Executive College of Barbering
International Hairstyling Academy
Moler Barber College
Montavilla Beauty School
Multi-Arts Center
Multnomah College of Hair Design
Northwest School of Dog Grooming

Phagan's Gateway College of Beauty
University Beauty College
Olson's Grooming School

Industrial/Transportation

Commercial Driver Training
Portland Upholstering School
Technical Training Service
West Coast Training Service

APPENDIX G

ANALYSIS OF THE RESPONSE RATES AND THE CHARACTERISTICS OF VOUCHER AND REGULAR RESPONDENTS AND NONRESPONDENTS

The study populations included 167 vouchered and 350 regular clients. Responses were received from 154 vouchered clients (92%) and 163 regular clients (47%). (Refusals to be interviewed accounted for only a small proportion of the nonresponses.)

A comparison of the total group with the respondents in the study on such demographic variables as sex, race, age, education, number of dependents and legal status allow us to assess how representative the respondents were of the population as a whole and to check for bias due to nonresponse. This comparison, as shown in Table G-1, demonstrates that there is no significant difference between the total group and the respondents on any of the demographic criteria. In most instances the proportion of these two groups is exactly the same, and at the most there is a 3 percentage point difference. In additional comparisons on team composition and occupational choice, the respondents were found to be equivalent to that of the whole population.

Based on our findings that both voucher and regular respondents are representative of their respective populations on all of the demographic variables examined, we do not believe that nonresponse introduced serious bias. We cannot, of course, rule out the possibility that nonresponse was related to other unmeasured characteristics, and that findings resting on such data include some nonresponse bias.

TABLE G-1

DEMOGRAPHIC COMPOSITION OF VOUCHER AND REGULAR CLIENTS BY TOTAL GROUP AND RESPONDENTS (In percentages)[a]

Demographics	Voucher		Regular	
	Total Group	Respondents	Total Group	Respondents
Sex:				
Male	23	23	18	18
Female	77	77	82	82
Total %	100	100	100	100
(n)	(167)	(154)	(350)	(163)
Race:				
White	86	88	88	87
Black	12	10	9	10
Other	2	2	3	2
Total %	100	100	100	99
(n)	(166)	(154)	(274)	(157)
Age:				
18-19	4	3	4	4
20-29	60	60	55	55
30-39	29	30	29	26
40 +	7	7	12	14
Total %	100	100	100	99
(n)	(167)	(154)	(285)	(161)
Education:				
Less than 12 years	24	22	26	26
12 years	59	60	59	58
More than 12 years	18	18	16	16
Total %	101	100	101	100
(n)	(166)	(153)	(284)	(161)
Number of Dependents:				
None	3	3	2	4
One	31	29	33	31
Two-three	54	54	51	51
Four +	12	13	14	14
Total %	100	99	100	100
(n)	(167)	(154)	(174)	(110)
Legal Status:				
Mandatory	48	48	46	45
Voluntary	52	52	54	55
Total %	100	100	100	100
(n)	(166)	(153)	(210)	(127)

[a]Total varies between 99 and 101 due to rounding.

APPENDIX H

BUREAU OF SOCIAL SCIENCE RESEARCH, INC. PUBLISHED REPORTS ON THE PORTLAND WIN VOUCHERING PROJECT

Portland I (Institutional Vocational Training)

Richardson, Ann and Laure M. Sharp. THE FEASIBILITY OF VOUCHERED TRAINING IN WIN: Report on the First Phase of a Study. BSSR Report No. 0085-2, December, 1974.

Dunning, Bruce B. and James L. Unger. SCHOOLS' RESPONSES TO VOUCHERED VOCATIONAL TRAINING: Experiences with the WIN Voucher Training Program. BSSR Report No. 335-3, July, 1975.

Portland II (On-the-Job Training)

Richardson, Ann and Laure M. Sharp. THE EARLY EXPERIENCE IN VOUCHERING ON-THE-JOB TRAINING: A Report on Progress in the Portland Voucher Project. BSSR Report No. 0085-5, December, 1975.